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ABSTRACT

The status of day care in Illinois is described in the presentations and workshop summaries of this conference. The state day care budget was close to $50 million for fiscal 1972, almost triple the previous year's amount. Illinois has day care programs for mentally handicapped children, children from low income families, the normal child, and so on. Of all the publicly funded day care programs, those serving the mentally retarded have increased more rapidly than any others. For handicapped children age 16 and over, day care may be in sheltered workshops. However, there are few programs for the emotionally disturbed, and the most neglected of all may be the children of migrant families. The presentations in this document discuss all aspects of day care in Illinois, including what kind of programs would be most useful, long-term planning, regulation, costs and financing, and performance evaluation. The closing session of the conference recommended support of the Brademus-Mondale Comprehensive Child Care Bill. (MF)

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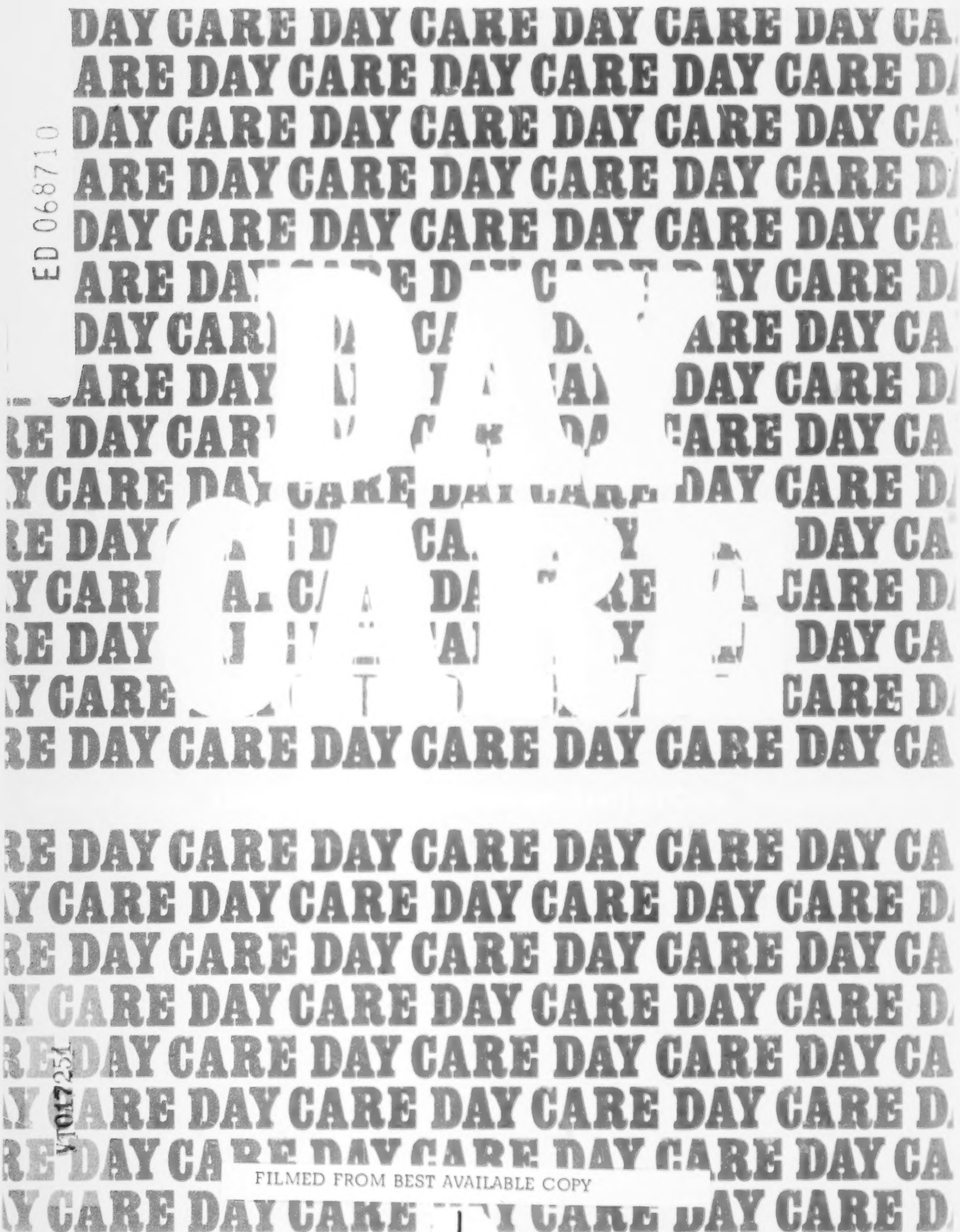

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Proceedings of the

Governor's Working Conference on Day Care

November 22-23, 1971

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Richard B. Ogilvie
Governor of Illinois

Illinois Institute
for Social Policy
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INTRODUCTION

The State of Illinois is committed to a day care system responsive to the needs of Illinois citizens. It was the purpose of the Governor's Working Conference on Day Care to reaffirm that commitment and to provide a forum for informed and concerned citizens to make known their opinions and feelings. We meant this conference to be a working conference and it was. It prompted much informed and lively discussion, established better communication among those interested in day care and focused attention on the most pertinent issues involved.

I was impressed both by the sincere demands for State and Federal action and by the expression of need for a continuing and close examination of what the respective governmental roles in day care can and should be. This conference actively assisted the State in examining its role and, hopefully, provided the participants with new insights into the broad scope of options, perspectives and priorities that State officials must consider.

I wish to commend the Illinois Department of Children and Family Services and the Illinois Institute for Social Policy for their joint effort in organizing the conference and to express my appreciation to the citizens of Illinois whose active and constructive participation in the conference made it a clear success. The publication of these proceedings reflects our desire to extend the benefits of the conference to the much larger community of citizens, in Illinois and elsewhere, who share our interest in creating an exemplary state day care program.

Richard B. Ogilvie
Governor
State of Illinois

An Overview of Day Care in Illinois

PANEL

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Illinois Department
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MR. WEAVER: I find my task today — describing the status of day care in Illinois — a pleasant one. Despite many problems which exist, there has been real, visible progress in expanding the number and quality of day care programs. Much of that progress can be attributed to the individual and collective efforts of persons in the room this evening. Your influence, coupled with the Governor's special interest, has resulted in a state day care budget for the current fiscal year of almost $50 million. That is nearly three times the $17.6 million spent last year for day care.

Governor Ogilvie proposed this meeting to define future objectives in day care and to define them more precisely and to call upon *your* talents to help design a practical plan to implement these objectives. If we are going to plan wisely, I think we need to know where we are and where we want to go. There are, in Illinois today, day care programs for the mentally handicapped child, the child from the low income family, the normal child, the child of working parents, and so forth. We in Illinois *want* to serve all of these children but we can't, after all, wait for the millenium. Reason demands that we set priorities and I'll be talking a little bit about some of those priorities tonight in terms of action already taken.

Of all publicly funded day care programs, those serving the mentally retarded have increased more rapidly than any others in the past five years. This has been due largely to the organized voice of concerned parents, the Illinois Association for the Mentally Retarded, and the Department of Mental Health.

The present day care budget of the Department of Mental Health is $11.9 million, nearly double that of a year ago. Exactly two years ago, 2,700 retarded youngsters were being served in 51 day care centers with funding at about $1.8 million. Now there are 98 centers serving nearly 9,000 mentally handicapped boys and girls . . . more than *triple* the number served two years ago. That, I believe, is progress. But these impressive statistics fail to tell the whole story. A large number of children in day care centers or at home have been accepted in recent years into the public school system. Next July, another large group of handicapped children now in day care will enter the public schools because the admission criteria have been changed to include handicapped youngsters three years of age and over.

This rapid progress and these changes in the school code have reduced the demand for new centers for the mentally retarded. Only five new centers received grants during this fiscal year. But additional funding has made it possible for existing programs to serve more children. And all centers have a better opportunity to expand the scope and the quality of their programs. Now there is the opportunity to focus attention on meeting the needs of the severely and profoundly handicapped child who may be ineligible for public school programs, but who can be cared for in creative day care programs, especially those which reach into the home.

Day care for the mentally retarded often takes the form of sheltered workshops for handicapped children age 16 and over. For the most part, these programs succeed in channeling the physical and emotional energies of the youthful handicapped into productive enterprises. Unfortunately, there are few day care programs for the emotionally disturbed child. During the past year, only a dozen centers serving the emotionally disturbed participated in the grant program of the Department of Mental Health and I think it is time that we as professionals and others demonstrate our commitment to expanded services for the emotionally disturbed child. These services should be tied-in directly with community programs in the public schools and in mental health clinics in local communities.

There has been progress in behalf of another handicapped group and that is the children of low income families who live in economically depressed communities. The Department of Children and Family Services launched its grant-in-aid program to

strengthen services for these youngsters and their families in January, 1970. It was not too long, however, before it became painfully apparent that the law creating the grant program was too restrictive. It limited total funds for the program for a fiscal year to $750,000. It also imposed a formula in which the Department was required to decrease substantially grant aid to individual centers over a three year period. That law has now been changed to eliminate these adverse features.

The program is reaching the target population. More than 80% of the children currently served in the 50 centers receiving grants are from low income families. About one-third are from families currently receiving public assistance. The number of funded centers is rather equally divided between Cook County and downstate. Most of these centers serve 35-40 children, 3 to 5 years of age, on a full day — full week basis. A few of them provide care for infants and some for school age children as well.

Major obstacles to increasing day care facilities, particularly for the poor, are financing and licensing difficulties. Groups trying to establish new centers are often stymied by start-up costs and red tape related to local licensing ordinances. In Chicago, particularly, unwarranted delays which ensue from the moment an organization applies for a city license tend to frustrate even the most well-intentioned groups. There has been some progress in reducing the red tape and I am confident that we can work cooperatively to resolve more of these problems so that we can make quality day care available and accessible to the disadvantaged.

In addition to the grant-in-aid program, the Department of Children and Family Services is assisting the four Model City communities of Chicago, East St. Louis, Rock Island, and Carbondale to expand their day care programs. By matching Model City monies with federal Title IV-A funds administered by the Department of Children and Family Services, significant expansion of day care will occur. Between now and next July, the number of children served should nearly double — from 1,325 to 2,500 — and this latter figure even double again after July if federal funds continue to be made available.

Federal funds matched with state dollars administered by the Department of Children and Family Services are also making an impact on day care in public housing projects. The Department is assuring financial support for the 11 new day care centers serving 1,100 children in Chicago Housing Authority projects . . . as well as 20 new day care centers in downstate projects serving 1,000 children. Many of these centers, I might say parenthetically, are still under construction but the groundwork has been laid, and operators, that is those that we will contract with for the operation, have been determined in most instances and we are simply awaiting completion of the building.

Perhaps the most neglected families of all have been the migrants. Most of these Spanish-speaking families come from the Rio Grande Valley in Texas. Their back-bending dawn-to-dusk labor in the fruit and vegetable fields of our state has been one reason why Illinois ranks high in agricultural production. And their children must be regarded as *our* children.

I became particularly concerned about this when a representative of the Illinois Migrant Council advised us a year ago that their federal funds for migrant child care centers were being discontinued. Staff of the Department of Children and Family Services went to work and secured a federal grant. This, coupled with state funds appropriated through passage of House Bill 1066, made it possible to fund 12 centers for 485 children during this harvest season. The Department is now supporting development of full year programs to serve "settled out" migrant families as well as the mobile migrants when they return to Illinois next spring. If you have never visited a migrant child care center, I urge you to do so. It is a beautiful experience and the reports I've had not only from our own staff but from the federal evaluators are most positive about the centers operated this summer. We hope to extend these in the months to come.

The Department of Children and Family Services also pays individual child care costs for low income families which receive agency services. Last year, the Department spent $422,000 on purchase of day care. The average number of youngsters served in any one month is 500. The Department also operates two day care centers here in Chicago, one of them just 2 or 3 blocks from here. These two centers serve more than 200 children each month.

All told, the total day care budget for the Department of Children and Family Services this year is $18.9 million.

Another major function of the Department of Children and Family Services, of course, is licensing of nearly 3,400 day care homes and some 1,700 centers. The licensing process is comprehensive and touches on all aspects of day care, including planning, development, and implementation.

And finally, the Department of Children and Family Services is responsible for statewide day care coordination and planning. I will have more to say about that later.

Now, let me briefly comment on the day care activities of the Department of Public Aid — an agency with which I have been rather intimately involved in recent weeks. Child care allowances for the past fiscal year totaled nearly $8.5 million. The average number of children served each month was 10,000, some 63% of whom are here in Cook County. That was 3,500 more children than were served statewide in the previous year. Some 70% of the payments for child care were made in behalf of children whose parents were employed in very low income positions,

while 30% of the funds were expended for children whose unemployed parents were receiving education or training.

This year, the Department of Public Aid's day care budget is $18.3 million. Services are provided for children of families enrolled in the WIN, or Work Incentive Program, other adult education and vocational training programs, and low income employed. The payment rate is a low $65 per month for child care but individual exceptions are made when actual costs justify an adjustment. We had hoped to be able to increase our allowable rate for child care, but the status of General Revenue funds in this fiscal year precluded a change in July as we had intended. And no change can be seen at the moment.

The Office of the Superintendent of Public Instruction is involved also in a variety of child education programs. Traditionally in Illinois these programs have not been labeled as day care. But, whatever the label, the Superintendent's Office has a highly responsible role in educating the school age child and an *expanding* role in services to the preschool child. The need for coordination between the education agency and other state agencies is readily apparent.

This, then is where we are. Now let us focus on what needs to be done.

The report of the 1970 Illinois White House Conference on Children and Youth makes a number of recommendations which your workshop should consider. Let me underscore some of the most significant of these recommendations.

1. Development of day care resources should, to the extent possible, follow a pattern of *day care service centers* which provide a full range of services, including a variety of arrangements of family day care and group day care, so that an appropriate choice of care is possible for children from infancy to age 12.
2. A range of family services must be available to parents and children who require day care, and day care should be one of the alternatives to full time foster care or institutionalization.
3. Parents of children receiving day care services should be involved in the development, implementation, and evaluation of the service plans for their children. Parents should participate in making policy related to the operation of the service.
4. There should be public information programs to publicize the great needs for day care services which are unmet and interpretation on a continuing basis of the potential long term implications of failure to meet those needs.
5. Licensing services of the Department of Children and Family Services should be strengthened, particularly with adequate numbers of qualified personnel, in order to assure uniform, continuing, and vigorous application of licensing standards.
6. States' attorneys must discharge their responsibility for prosecuting violators of the licensing law.

I have saved the first day care recommendation of the Illinois White House Conference to discuss now because it is of special concern to me and the staff. The recommendation states, "The Department of Children and Family Services should be required by law to have responsibility for planning day care services on a statewide basis and coordinating the delivery of these services with priority in areas with the greatest need to the end that there is the most effective utilization of the resources of the State."

In September of 1969, Governor Ogilvie signed into law, House Bill 2028, which in essence gave the Department the responsibility for planning and coordination. The Department began its task by developing a comprehensive report on day care in Illinois which I'm sure most of you have seen. It included a variety of recommendations. Some of these recommendations have already been carried out, including our direct support in establishing the Illinois Committee for Community Coordinated Child Care, commonly referred to as Illinois 4-C. We have also followed through on other recommendations which included the provision of technical assistance and funding to local day care groups.

To make our planning and coordination efforts responsive to the true needs of citizens of Illinois, however, we seek your assistance in this conference. We need to know from you what services should be included in the definition, and who should receive these services, and what portion of these services should be supported by public funds.

Also, what kind of planning design or formula is most useful for day care planning?

A related question is what model of coordination is most effective at both a local and statewide level — is the 4-C model the most desirable method for coordination? Or is there another model?

Should the funding and delivery of state-administered day care programs be centralized in one department of state government?

How can we make the licensing or regulation process one of development rather than one limited to setting unreasonable restrictions which exist in many varied local ordinances and perhaps to some degree in the state standards?

What are the guideposts for determining how much a quality program should cost?

Should there be a limit on the amount the state should pay for each child?

How do you evaluate and who should do the evaluation of day care programs?

These are some of the questions that are yet to be answered. If we address ourselves to these

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questions with honesty, candor, and cooperation which expresses our real commitment to improved day care services, we will truly serve the best interests of children and families of Illinois.

• • •

MR. SIMPSON: I am delighted to be here to participate in this conference as Illinois moves rapidly forward in the provision of more and better child care. A December, 1969 quarterly report on child care for enrollees in the Work Incentive Program showed that only 145 children in Illinois were receiving out-of-home day care. Moreover, 1,406 mothers or caretakers were unable to take part in work training courses because child care arrangements were not available. In September, 1971, the same quarterly report which we require of the state showed that 1,895 children were receiving day care, and only 113 mothers were unable to take training courses because of lack of child care. Although we know that Illinois still is not meeting all needs for day care services, the balance has rapidly shifted in a positive direction.

Federal and state resources for day care in Illinois have correspondingly increased over the past two and one half years. During fiscal year 1968 $575,000 of Illinois State and local welfare expenditures were for day care. In fiscal year 1971 the comparable figure was $10.9 million. The fiscal year 1972 state appropriation for day care, including Mental Health funds is $49.2 million. This great increase in funds represents an enormous expansion of federal matching monies, mostly on a three for one basis. More important, it shows what can be done to provide a crucial social service when some initiative is taken on behalf of children and parents in need. It should lead not only to employment of many people now on welfare but also to better family life and child growth and development for thousands of disadvantaged.

The dramatic increase in day care funds is due to the amendments to the Illinois State Plan for child care services under Title IV-A of the Social Security Act. Title IV-A allows a state, at its option, to provide day care and other social services to former and potential, as well as current AFDC recipients with 75% federal financial participation. On June 17, 1971, we were pleased to approve an amended Illinois State Plan to enable the Department of Public Aid to provide day care or purchase it through the Department of Children and Family Services for children residing in Model Cities neighborhoods, low income housing projects, OEO poverty designated areas and children of migrant families. In addition, individual children and families outside these areas are eligible if they are found to need day care services because of economic and social deprivation. The State Plan provisions allow Illinois to provide day care services to many thousands of vulnerable children and parents who will benefit enormously from quality child care.

Contracts have been negotiated with the four Model Cities areas in Illinois, as mentioned by Mr. Weaver a moment ago. Three of the four contracts have been signed, in Chicago, Rock Island and Carbondale, and the fourth one in East St. Louis should be executed around the first of the year. In addition, Illinois has contracted with the Chicago Housing Authority to provide day care services to inhabitants of 11 housing locations. Five of these will be administered by the Chicago Housing Authority, and six by the Chicago Commons Association. The Rockwell Gardens Housing Unit Day Care Center has already opened and is receiving children; the others are expected to open shortly. Governor Ogilvie and his staff merit congratulations and appreciation for these great advances in child care programs. Nothing comes easily. I want to emphasize that Mr. Weaver and others on the staff of the Department of Public Aid and the Governor's staff worked very hard to bring this about. They have demonstrated that they want Illinois to have the best foundation of quality child care and development services and they have shown enormous initiative, imagination and perseverance in pursuing this objective. Illinois' expansion of its child care program has set an example for the six states in this region and for the entire country. Nevertheless, there are still many other federal resources which can be utilized to extend and improve further the State's services to children.

I have been asked to review these other Federal resources available besides those administered by the Social and Rehabilitation Services of HEW. The Department of Agriculture contributes to day care services through the Special Food Service and the Supplementary Food Programs. The Special Food Service Program is designed to improve the nutritional status of pre-school children by reimbursing day care centers for foods purchased and by helping the centers buy or rent kitchen equipment. These Department of Agriculture programs will pay up to 85 cents per day per child for three meals and a snack; up to 75% of the costs of equipment, and up to 80% of the costs of food service staff in cases of severe need.

The Supplementary Food Program makes available selected nutritious foods to individuals in low-income families who do not have an adequate food supply and who have been identified as needing food for health purposes. There are presently two programs in Illinois under the Supplementary Food Program, both in Cook County, serving approximately 8,500 children per month.

The Department of Housing and Urban Development can help by providing space for day care centers in community buildings or public housing projects under certain conditions. In low

rent housing complexes, space for day care can be provided with "modernization" funds if the tenants will give day care priority. The use of space is a matter for determination by the tenants. In addition, if funds are available, day care centers can be incorporated into neighborhood facilities whose construction is funded under Section 703 of the Housing and Urban Development Act of 1965.

The Department of Housing and Urban Development also funds the Model Cities program which provide the so called supplemental grants which can be used for day care. Almost uniquely among Federal grants-in-aid, Model Cities funds may be used to match Title IV-A monies so that the entire cost of day care services in model neighborhoods is paid from Federal funds. This has been done in Illinois as Mr. Weaver mentioned, and is producing $15 million per year at the present time for day care services in the four Model Cities in Illinois.

HEW's Office of Child Development administers the Head Start program with 80% of costs met from federal funds. Last year full year Head Start services were provided for 12,000 children in Illinois. Federal Head Start expenditures in Illinois for full year, part day or full day Head Start, Parent and Child centers and the summer programs totaled $13.3 million.

HEW's Office of Education contributes to day care services under Titles I and III of the Elementary and Secondary Education Act and the Education Professions Development Act. These funds may be used for training of staff and certain compensatory education and innovative preschool and day care programs in public schools. They are administered through the State Superintendent of Public Instruction.

HEW's Health Services and Mental Health Administration provides financial assistance for day care services for emotionally disturbed and mentally ill children through facilities and staffing grants under the Community Mental Health Centers Program. Federal funds may be provided for up to 90% of staff costs for the first year of operation in a poverty area and for up to 75% in a non-poverty area. The federal share declines for each year of continuing operation. Further, HSMHA supports daytime programs for emotionally disturbed children including special education and supportive psychiatric services.

HEW's Social and Rehabi itation Service funds day care services in additional ways to the three dollars for one dollar matching under Title IV-A of the Social Security Act. Funds are available for the care of handicapped, mentally retarded, and otherwise disabled children under the Developmental Disabilities Act. These are administered through the Governor's Office of Human Resources in Illinois. Funds are also available for day care licensing and staff development under Title IV-B, of the Social Security Act, the Child Welfare Services. Of course, the largest amount of money available for day care comes from Title IV-A of the Social Security Act. This provision has been mentioned above, but I would like to stress the fact that it presently represents the single most important way a state can secure funds to provide child care and related social services to needy children and families.

The Office of Economic Opportunity is funding day care programs through demonstration and research grants from their Office of Program Development in Washington. There are two OEO demonstration grants in Illinois, one at the Ecumenical Institute in Chicago which is gathering information on different kinds of day care sponsors, the costs of day care programs, the costs of day care training programs and attendance factors. The second grant is to the Amalgamated Clothing Workers Union child care center.

The Illinois Migrant Council also receives financial assistance from OEO for the costs of operating two day care centers. Finally, OEO funds day care through local Community Action Programs which may decide to invest some of their resources in child care activities. One example here in the State is the Peoria Citizen's Committee for Economic Opportunity.

Day care is supported by programs operated by the Manpower Administration of the Department of Labor. Any one of the manpower programs like New Careers, WIN, Manpower Development and Training Act programs, and Operation Mainstream may be tapped for training day care personnel. Day care is also provided as part of these manpower programs as a supportive service. For example, in the Concentrated Employment Program, enrollees are given $53 a week plus $5 per dependent to pay for training expenses which often includes the actual provision of day care.

It must be obvious from this listing of federal resources that any individual or any state agency wanting to develop day care programs has a considerable problem in finding and pulling together all the different federal sources of funds. Each is administered by a separated federal office, each has separate forms, rules and requirements and the entire business is so complex as to be almost paralyzing. The Appalachian Regional Commission recently compiled a directory of Federal Programs for young children that includes 227 different federal programs which could be employed to support services for children. There are approximately 50 separate congressional enactments applicable to day care programs. There are 6 federal departments, approximately 18 agencies and many divisions of those agencies administering programs in this field. There is an equal complexity in state and local, public and private programs for child care. The need for coordination is obvious. It is for this reason that I am personally a strong advocate of the 4-C con-

cept. For those of you who are unfamiliar with it, the Community Coordinated Child Care Program is simply a mechanism for coordinating and managing better the resources for day care at the federal, state and local levels. At the federal level, it brings together representatives from all of the involved agencies to create the channels for developing common standards and for pooling resources in a more orderly and systematic way.

At the state level, the 4-C committee can, (1) assess the statewide needs for child care and assist in state-wide planning for expansion of services, (2) coordinate the many state programs affecting child care, and (3) serve as advocates for children and effectively represent their interests and needs both with taxpayers and with administrators of children's programs.

At the local level, 4-C can be an effective coordinating and planning body to maximize the available child care resources. Local groups can assess community needs, help in the development of community wide plans and initiate coordinated actions and programs which result in the most economic and efficient provision of child care service.

I'd like to add that I don't think any of us care particularly about a specific name or a form. What we are interested in is the substance of coordination and some kind of mechanism that will pull it all together on behalf of children and their parents.

Day care is expensive. Estimates of the cost of quality child care and development services range from $1800-$2200 per child per year. We cannot afford to waste this kind of money through fragmentation, duplication, or underutilization of facilities. Joint action through coordination and sharing of resources can prevent the enormous waste of millions of dollars.

Illinois has a 4-C program, but it needs to be strengthened at both the state and local levels. The State 4-C Committee was officially recognized in September, 1970, and two cities, Chicago and East St. Louis, have also been recognized. In addition, 10 other communities in the state are at various stages in the development and formation of active coordinating committees or mechanisms. I am pleased at the effort to date in Illinois, but want to emphasize how important it is to move these money saving coordinative efforts forward as the state's expenditures of child care rapidly expand.

The need for coordination becomes even more apparent when we consider the current and very active congressional interest in expanding child care services. I want to speak only briefly about the Congressional scene. Our office has prepared a legislative resource document for the Conference which will be available to all of you. It synopsizes the principal provisions of the five major bills or proposals currently before the Congress. The situation right now is complicated with these five bills under active consideration. What will come out is anybody's guess, but I think it is clear that there is interest in both the Administration and the Congress in expanding both the quantity and quality of child care services and doing it soon.

I would like to make a few comments on the provisions of the two major bills under active consideration, the Child Care Programs under H.R. 1 (the so called welfare reform bill) and the Comprehensive Child Development Act of 1971. The Child Development bill started out as separate bills by Senator Mondale and Congressman Brademus, but they are in the process of being put together in a conference committee at this time. Child care under H.R. 1 is envisioned as a supportive service for those individuals engaged in employment, training or vocation rehabilitation services under both the Opportunities for Families Program which is for those families in which at least one member over 16 years of age is deemed employable, and under the Family Assistance Plan, in which no member of the family is deemed employable.

Day care services will be administered by both the Department of Labor and HEW, with HEW assigned responsibility for developing additional child care resources. It is hoped that the $750 million new authorization for day care under H.R. 1, which includes about $410 million in new funds for employment-related day care, will make it possible for all potentially employable welfare recipients to participate in training programs and employment. This is a desirable goal in itself. We must insist, however, that the care provided these children is of a requisite quality, and not a program which contributes to retardation of growth and development by being an inadequate substitute for a mother's care.

I am troubled by the projections of the number of day care slots that can be provided under H.R. 1 authorization. $700 million ($50 million is earmarked for construction costs) is supposed to provide for 875,000 day care "slots" for children between the ages of 0-14. This is not enough if the rehabilitation and employment goals of H.R. 1 are to be met. Further, this averages about $800 per child per year. This amount is inadequate, by current standards, for anything but custodial care which is likely to be substantially below the quality of a mother's care.

The Comprehensive Child Development bills sponsored by Senator Mondale and Representative Brademas do not limit child care services to the welfare poor. They attempt to establish the principal of universal comprehensive child development services for all children. The Administration accepts this as a desirable objective, but is constrained by the great cost which is estimated at about $20 billion per year. The compromise worked out last week between

the Brademas bill in the house, and the Mondale bill as passed by the Senate resolves many of the Administration's problems with these two bills. The income limit for free services would be $4320 a year, which is the so-called "break-even" point in the welfare reform proposals with respect to income maintenance and the relationship between earnings and the amount of a grant. The compromise bill establishes in law the very important principle of "comprehensive child development services" and I believe the fact that both the sponsors of the Mondale bill and the Brademas bill and the Secretary of HEW have endorsed this principle is the most important aspect of the legislative developments.
tant aspect of the legislative developments.

In conclusion, I would like to suggest that day care is more than a building, more than a single service; it should provide children with intellectual stimulation, medical and nutritional care, and emotional development in a loving environment with maximum possible parent involvement in order to benefit both the child and his family. The preschool years are the most important for the development of future intellectual abilities; Psychologist Benjamin Bloom found that up to half of a child's potential for general intelligence and intellectual growth were formed in the first four years of life. We cannot ignore this fact as we create day care services to meet the ever growing need.

Day care has become fashionable for many people for many reasons. We should want day care to free mothers to work, to help people get off welfare, and to help liberate women, but most of all we should want day care because of what it will do for children. This means quality child enrichment and development services which are not easily developed and which are very expensive. I believe that the benefits enormously exceed the costs, however, for as Dr. Urie Bronfrenbrenner, a child psychologist at Cornell University has so eloquently written:

> "If the children and youth of a nation are afforded opportunity to develop their capacities to the fullest, if they are given the knowledge to understand the world and the wisdom to change it, then the prospects for the future are bright. In contrast, a society which neglects its children, however well it may function in other respects, risks eventual disorganization and demise."

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MRS. SYLER: The City of Chicago has kept pace with the changing times and has modified its administrative structure to be responsive to the needs of its citizens. The sensitivity of the Mayor and his canny understanding of people and their human needs compelled him to establish an office of child care services within his own office, where he could give personal attention to its functioning. The City of Chicago had just received formal recognition for its 4-C Program about three months when its administrative work was transferred to the new Mayor's Office of Child Care Services which was created in August of this year. Thus, the child care coordinating and planning functions of this committee can be considered as an arm of the Mayor's Office.

One can anticipate that the impetus in Chicago will reflect the national significance of child development programs. The city already has made an impressive beginning. There are over 400 licensed child care centers, serving more than 24,000 children, of which about 12,000 are publicly supported, free centers. Over 7,300 children are enrolled in Head Start part-day and full-day programs, approximately 2,190 children are participating in early intervention parent and child centers. Another 1,700 children are enrolled in Model Cities day care centers and schomes. The Chicago Housing Authority, in partnership with the Illinois Department of Children and Family Services will offer an additional 1,100 day care slots for children in Chicago. Added to these are free child development programs funded by grant-in-aid from the State and the purchase of care programs, including those funded under WIN.

In this conglomerate of free, publicly supported child development programs and the independent activities of the voluntary agencies and owner-operated day care services, there is a real need for a single coordinating authority to make sure that each and every child has the find of environment and guidance that will enable him to function and make full use of his potential abilities.

There is a surging movement towards shared responsibility for rearing the nation's children. There are several occurrences which have given impetus to this movement, which can hardly be reversed even it it is tempered.

First of all, the facts are that more and more mothers are working even though they may be worrying about what is happening to their children. The need to work is imposed on them by our economy and our value system. More than one-half of all mothers with children under 17 are working and almost one-third of the mothers with pre-school children are working. Many of these women have a real problem. They either have to leave their children alone, or in the care of a relative or pay for day care or a maid they cannot afford. The average earnings of women in the work force is under $5,000 a year. It is obvious, then, that most working mothers cannot afford quality day care which costs a minimum of $1,600 per child, or even $50 to $80 a week for a maid or babysitter.

Currently, it is not only possible that some help be given to those mothers in their efforts to support and rear their families properly, but there is increasing awareness that custodial care is unacceptable as a solution.

Early child development programs now are important — partially because of the findings of some experimental work in the care and development of the child which revealed that the ages prior to 5 years are the optimum years for establishing learning patterns. Added to this knowledge is the recent widespread popularity that Head Start gave to learning centers outside the home and the records of the effectiveness of some schools specializing in correction of special handicaps by early intervention during pre-school years.

Even though we are still researching and developing our knowledge about early childhood programs, there is a general consensus that these early years are the crucial years to the growth and development of the child. It is also known that children in a deprived environment develop more slowly than children who have a stimulating surrounding in which to grow. Even though there is agreement that early intervention can improve the opportunities for the development of such children, we are still determining the best curriculum and techniques for effective intervention.

Let me review some of the positive things we know and on which the Chicago program will build its child care programs. We know that each child inherits from his two parents certain characteristics. That's something we learn very early. We also know that there has been evidence of amazing changes in children when there is a significant change in environment. Children can learn and they can grow, depending on the environment they have. The kind of treatment a child receives at home, at school or in the streets may make him cooperative or not, "good" or "bad", smart or dull and friendly or antagonistic.

It has become increasingly clear that feeling good and feeling loved and accepted are essential for all-around growth. A child's muscular skill, his ability to get along with others and the development of his intellect are all influenced by how he feels about himself.

We now talk in Chicago about a program of child development rather than just day care. We talk about a quality child care program, and the Mayor's Office of Child Care Services is charged with the responsibility of increasing the quantity and quality day care for the city. What do we call quality day care? Conceptually, we agree that it is a program of activities which improve cognitive, effective, motivational, neuromuscular skills which in turn improve the child's self image and emotional and social adjustment. This sounds overwhelming, but in simple terms, it is everything that affects a child's growth and assists him in reaching his potential level of maturation.

The Joint Commission on Mental Health of Children concluded in its 3 year, 1.5 million federally funded study that was issued June 30, 1969, that: ". . . A child care plan is needed from conception to adulthood . . . A network of State and local child development agencies is needed to coordinate and evaluate child care services . . . Federal support should be provided to comprehensive services of a supportive, preventive and remedial nature with special emphasis given to publicly supported day care centers."

The White House Conference held in December, 1970, recommended that day care services should be divorced completely from the welfare system; that the Federal Government should bear most of the fiscal responsibility for day care; that all children should be provided the opportunity to receive quality day care services; and that the educational structure should be reorganized to take advantage of our increased knowledge about the early development of children and their learning processes.

These reports have been ready by the leaders of the day care movement in Chicago and they have articulated goals for child care services. These leaders have endorsed in principal, the role of the Mayor's Office of Child Care Services. The five most important responsibilities are:

(1) The coordination of day care services and child care programs. There is considerable confusion about funding resources and standards of care. There are seven federal agencies administering major childhood research and service programs without any single point of leadership. A like situation exists at the regional, state and local level. Patterns of funding vary enormously and there is no consistency in the criteria or standards for the various programs. There are very definite inconsistencies in provisions of the programs. For example, many families have had the experience of qualifying for day care during a period of training, only to lose their eligibility upon entering employment.

(2) A second and most crucial responsibility is to plan new and innovative day care models and, most importantly, a comprehensive plan for the needs of the entire city. Thus far, there has been little or no community-wide planning.

(3) Thirdly, the office is to seek to mobilize all human, financial and physical services which can be used to increase the quality and quantity of day care.

(4) A fourth and most vital responsibility of the office is to generate local agreement on the minimum standards for operating day care centers and monitor maintenance of these standards.

(5) Additionally, the office must establish a mechanism for evaluating the operation of day care services and through this system establish a quality control of day care provided within the city.

Groups eager to open day care centers in Chicago have chafed under code restrictions and the high cost of bringing facilities into compliance. Those under pressure have protested that the codes are too strict. Others have become fearful that standards will deteriorate and day care centers will become little more than parking places for children. In view of these legitimate concerns, our office has taken steps to prepare a release combining the various licensing codes and translating them into a simple and understandable language. A study committee has also been established to review the fire. building and health codes, rules and regulations to determine if there should be revisions to make these codes more consistent with new technology and scientific use of materials. We envision the eventual drafting of a new single code for day care centers and the legal authority for licensing lodged in a central place where total, definitive information and counsel may be easily obtained.

As we proceed in developing our future plans for expansion of services, we must first seek and find some answers to some persistent questions which seem to constantly haunt us. These include:

(1) To what extent should there be public responsibility and support of early childhood programs?

(2) Are these programs needed for all children? Where should the priority be and for what age group? What income levels?

(3) To what extent, if any, should there be publicly supported day care for non-poor and the near-poor?

(4) To what extent should parent sponsored organizations, private non-profit and private for-profit agencies be a primary vehicle for the delivery of child care services?

(5) What are the real basic and minimal requirements for day care facilities to assure safe, comfortable and stimulating surroundings for child care?

(6) How can we be assured that programs will be developed on the basis of sound knowledge?

(7) How can we increase our understanding of the causes and nature of deficiencies found among disadvantaged children and establish techniques which will provide valid measures and evaluation of the rate and extent of a child's development; how can we design and deliver programs and curriculum to prevent or overcome developmental deficiencies?

(8) To what extent do the needs of children justify the expansion of child development programs?

(9) Can education for parenthood be an effective and thus more desirable alternative program for child development?

(10) And finally and most importantly what are the long range implications of society becoming the third parent for the pre-school child.

The recognized professions, the parents, interested citizens and relevant insitutions have been engaged to help us find the answers to these prevailing questions. I'm confident that we re well on our way. Day care is not the answer for every child, but it certainly should be an option.

QUESTION PERIOD

Question: This is relevant to some of the Census of 1970 findings related to poverty groups. I find that in reading or in listening to conversations about child care centers, the prevailing interest is in metropolitan areas, and yet, from what I can see on the 1970 census figures, 49% of the poverty-striken families are in non-metropolitan areas. I wonder, has there been any considered attention paid to how this need can be satisfied?

Edward Weaver: We have been careful of the non-metropolitan areas. On the other hand, that's an oversimplification, because there's a great deal to be done in rural areas. The delivery of day care services in rural areas is even more difficult than in urban areas and it's not easy in urban areas, but I think some evidence of what has happened in Illinois can be cited.

Traditionally there are some downstate areas that have had proportionately more organized day care according to population. I am thinking of one region in particular of which I have had some knowledge — the Champaign region which encompasses 18 counties in central eastern Illinois. That, in proportion to population, had a great deal more day care resources than probably any other region of the state. There s been effort downstate, a rather vigorous effort on the part of social services staff and licensing staff, to develop day care resources. Other evidence that I can cite is what I said a few minutes ago in my remarks — that the Grant-in-Aid centers, those that we have in the last two years and

which succeeded in stimulating an infusion of state monies, are rather equally distributed between Cook County and downstate and a number of those are in rather small communities, as a matter of fact. Now that's not out in the country on the farm, but it is in small communities that are, by definition, non-metropolitan, non-urban settings. So I think that while I can't be terribly positive and say that we have really done a job in the non-metropolitan areas, at the same time I can say that we have made some significant effort and that some results have occurred.

Donald Simpson: I just wanted to add that on the national scene there has been some recognition of the need to pay attention to the rural areas and the impoverished rural areas in two respects. In the bill or bills around which the Administration, the Senate and House conferees are circulating there is provision for special attention to the need of both migrants, who are mostly rural workers of course, and to Indians and other minority groups primarily found in rural areas — with special earmarking of money authorized in that bill or those bills to go to such groups. Then, of course, some of the other bills carry special tax relief for parents who have children in day care centers or in educational institutions. This, of course, would be uniformly applied throughout the population enabling — not the poor so much — but the near-poor and the less poor in rural areas (as well as the people in metropolitan areas,) if they can find the services, to take advantage of day care services.

Question: If I read you right, you are all saying that quality day care involves more than custodial care, and it seems to me that day care implies that day care personnel know what they are doing, and I'm wondering what provisions have already been made or proposed for training day care personnel so that either at the local, state or federal level quality day care can be provided?

Murrell Syler: The colleges have just begun to work together to develop a curriculum. Specifically, the colleges in the Chicago area have been meeting with what is called a manpower task force for the City of Chicago for developing the job specifications and career ladders in training for workers in day care for the Model Cities Program. A number of job titles and job descriptions have been developed, and the requirements for the personnel to be able to function in those capacities. This is a beginning because heretofore, most of the education programs started with primary grades and did not give training for pre-school age.

Edward Weaver: For some years now the Department of Children and Family Services has been rather active through its licensing division to train and to help develop day care personnel. This is continuing and in addition, there are some special efforts being made.

In the East St. Louis area there is an innovative notion in cooperation with Model Cities, where a training van has been made available which can go from place to place with a training program of various activities which can help develop personnel for various day care centers.

The Junior College effort has been going on for a few years now, and a great many people have completed the course and have actually entered the child care field.

The Child Care Association of Illinois sponsors various kinds of workshops and seminars.

Institutions here in Chicago from time to time have special workshops on a time-limited basis for training programs in Early Childhood Education and Child Development.

In all the Grants-in-Aid we've given and in all of the contracts we have negotiated for the extension of day care, special attention has been given to review of plans for development of personnel and for inclusion of personnel from the neighborhood area or from the group of people served. As a matter of fact, in the grant-in-aid centers, I'm informed that some 200 people are now employed who were recipients of Public Assistance at the time of their employment.

Donald Simpson: I would just add that in Chicago and Illinois, I think they are knowledgeable about and take advantage of federal programs for supportive training. There is education for top leaders in the field. Programs of the U.S. Office of Education for Early Childhood Education, mostly under the Education Professions Development Act and the Higher Education Act, both of which are administered by the U.S. Office of Education. There really are quite extensive opportunities for the training of professionals.

Question: Are there any plans to transfer the Department of Agriculture programs to H.E.W., where they more properly belong?

Donald Simpson: No. There was a lot of talk about a year or 18 months ago about the food and nutrition services of the Department of Agriculture being transferred to H.E.W. under the President's reorganization proposals. As far as I know, they're still in the proposals, but there has been no movement in the Congress on those reorganization proposals.

Question: As far as the E.P.D.A., I think there are about 46 programs now, and there are more than rumors that some of them will not be funded through the life of the contractual arrangement and that Early Childhood, rather than continue its own identity it has had in E.P.D.A., will just become part of this thing called Teachers' Centers, which means quite a loss in this area. And I think it should be of great concern to the state, because it just becomes part of Teachers' Centers. It loses its focus.

Donald Simpson: It is true that 33 programs in the U.S. Office of Education would be consolidated in the Administration's proposal for revenue sharing in the field of education. Maintaining identity, when you consolidate 33 programs into one overall authorization, is always a problem. On the other hand, I hinted in my paper of the complexities, the almost-paralysis which results when we have too many programs, and from being on the opposite side trying to help some people — namely, Dr. Joan Swift — get some money out of the current programs of the Office of Education, some simplification would be well worthwhile.

Question: Where do you start tapering off the cost to the consumer? We're talking about a function which, in the non-poverty section, has been traditionally met totally by the consumer through the proprietary day care center. But, if we talk about $2200 or $2000 per child, darn near everybody is at least near poor; and these people have traditionally been paying their own way totally. They can't possibly pay this kind of price. Yet they are asked to pay the price through their tax money!

Donald Simpson: Let me comment in terms of the Brademas-Mondale-Administration compromise that seems to be emerging and hopefully will emerge by the end of this month from Congress. There is a break-even point in it of $4320.00, at which the very enriched comprehensive child development program contemplated in that bill would be paid 100% by the government for the poor. In addition, there is a sliding scale on up above that according to the ability to pay up to around $7,000 per year income, and then over that it very rapidly rises to a fee for service basis that the parents would be expected to take care of themselves. However, if it is true as all of the scientists of the human development field are telling us, that 50% of the "ballgame" is won in those first four or five years of life, maybe we should think of day care as we think of public education. If that is so, when you are talking about $2000 per child per year, it comes into a better perspective. Compare that to the cost of public education and I don't think it's far off but, if you accept what the scientists are saying — that the first four or five years of life are critical, then I think one has a completely different view of that cost item.

Edward Weaver: Let me comment a little further on that. I think this is one of the stickiest issues with respect to the whole notion of the extension of day care services. If it were not for the cost, everyone would be for it. If we can get over that, we will be substantially on the road to getting day care for all children. There is a workshop on this tomorrow and quite frankly we would welcome your input on this. This is not a dodge on my part. This is a very serious question, which has to be considered, weighed, and balanced in terms of what Don Simpson just said — the value to the child; the value to society over the long haul; and is it worth this kind of investment. Practically speaking, I think there are some real hurdles and some very real problems in public policy at this point in time. I wish I could be as optimistic about the Brademas-Mondale bill as Don is, but I just had handed to me tonight a copy of a clip out of the *New York Times* dated the 20th of this month which discussed that bill which is now out of the Conference Committee with the compromise that Don mentioned. The essence of that *New York Times* clip is that it was very likely the President would veto it, because it was the opinion of the President and his advisors that they couldn't afford it. So I am not too optimistic about Brademas-Mondale. I've thought for some time that as soon as someone put a price tag on it, that very beautiful piece of philosophic legislation would come into some rather rough days. This is not a judgment on my part; it's an attempt at a rather brief analysis of the state of the nation with respect to day care. We are quite willing to legislate philosophy as long as it doesn't cost any money, but this one would cost! The other thing is that this particular bill is seen in conflict with the day care provisions in the Family Assistance Plan, or H.R. 1, which is an interesting conflict if you balance off the possible cost, as Don stated of the Brademas-Mondale at some 2 billion dollars in its earlier form. That's compared with 710 million dollars in H.R. 1. That doesn't sound like a conflict; it seems to be great gap in coverage.

Murrell Syler: One of the considerations that is confusing the cost of quality day care is the fact that we are talking about an array of services that can be charged against other federal programs, if you were to consider what's actually being afforded today. These are complete medical services, psychological services and nutritional services. Medical care is now charged against Public Health Service, and both psychological and nutritional services are charged to other budget items and not seen as child care.

Question: Are there any emergency assistance programs to help these centers so they don't close until we are able to get our finances from these various departments?

Edward Weaver: I have a little difficulty identifying whether you're talking to me with my Public Aid hat on or my Children and Family Services hat on.

From the floor: She's talking about the late payments from the Food Supplement Program.

Edward Weaver: The U.S.D.A. Program? My relationships to the U.S.D.A. haven't been terribly positive. I think I'll ask Don Simpson if he can't answer that.

Donald Simpson: I like to think my relations are positive. Whether they produce money is another question. I suggest you write a letter to the Federal

4-C Regional Committee. That's the kind of problem they were set up to help with.

Question: I wonder if it would be in order for this conference to suggest that our Governor use his good offices with the President in urging that this bill (Brademas-Mondale) not be vetoed and, similarly, that we use this conference as a forum to say we urge the President to sign the bill as it is reported out of the conference committee.

Bruce Thomas: If such a motion is to be presented, I'd rather have it at a subsequent convening of the entire group.

Donald Simpson: My own feeling is that it's awfully good to wait until you see the bill, so you know what you're either supporting or rejecting. Even if it is reported out of committee, a lot can happen in the floor action in either the House or the Senate. They can send it right back again. On something as controversial as this bill has been, until we get an enrolled bill from both houses, it's hard to predict what will happen to it in the White House.

Question: Mr. Simpson, I wonder if you can comment on the role of the community action agencies under the Brademas-Mondale versions where the Head Start programs are folded in and the normal role of the community action agencies in operating these Head Start programs may come into conflict with local communities acting as prime sponsors. Will that not have the effect, in the rural areas, of cutting out some of the efforts we were talking about earlier in the evening?

Donald Simpson: I don't think so. As you know, the proposal really is an Amendment to the Economic Opportunity Act, and as such, would substitute new local community councils—so far as day care is concerned — for what has been the function of the local councils under the community action program in determining day care programs under CAP funds. I would think that a 4-C Committee could easily become the forerunner of such a local council in determining needs and priorities for the expenditure of resources available under the bill and for general implementation of the plan. And really that's what the old community action councils did with respect to the monies available under the community program. So the concept is continued, but day care is carved out as a separate enterprise.

Question: I'd like to ask some questions pertaining to the special food service program. What would be the reason for a center's being taken off of the special food service? Is there money available right now for a beginning center to use? Is the priority given to centers serving all or mostly low-income families? How was it decided which center got money to supply kitchens?

Don Simpson: It is obvious I should have brought my colleagues on the federal regional 4-C Committee with me. I don't administer any Department of Agriculture programs. Is there somebody here from the Department of Agriculture? *(From the floor — Dianne Lane is here.)* Good. Bring her up here to the microphone. Let her answer the questions.

Dianne Lane: Some of your questions I can answer. Some of them have to do with the policies of the State Department of Public Instruction's School Lunch Division. Right now I know that Illinois has not the funds to expand the special food service program beyond what it has now. A few new programs were added this fiscal year which began July 1, but right now it's frozen, simply because they've obligated all the funds that are available. Funds were not cut from last year; we've just had such a tremendous growth throughout our eleven state region last year that we are obligated to them. Now, our regional office administers the programs directly for five states. For those five states, no programs have been cut off. Illinois is not one of them. The state agency administers the funds there. I can find out — I wouldn't say that they haven't cut any programs off. I can investigate the questions and get back to you through the 4-C Committee.

Question: Will this be funded beginning July, 1972?

Dianne Lane: This program was originally a three year pilot program. The pilot period was up this past June 30th. It has not yet been made a permanent program; it's been extended for two years.

Question: Is there a priority to centers serving low income families?

Dianne Lane: In order to be in the program the Center has to draw from areas either with a high concentration of working mothers or from low income areas.

Question: Equipping the kitchen — how is that decided?

Dianne Lane: This is something that is decided case by case at the State School Lunch Division. The non-food assistance program funds should go to the needy centers who cannot meet the expense themselves of expanding into food service.

Question: Can funds be transferred from one of the other five states who may not be using their full allocation?

Dianne Lane: Right now I have a figure of $509,000 as the initial apportionment for special food service programs in Illinois this fiscal year. There certainly would be a second re-apportionment and probably a third. The initial apportionment doesn't tell you very much. Around May or June, states will submit estimates of how much money they're going to have left over and how much they need, and the whole thing will be thrown back in the pot to be re-apportioned. Towards the end of fiscal 1971, many states had a great many problems.

Funding had to wait for re-apportionment and transfer of funds to meet their obligations.

Question: I'd like to direct this question to both Mr. Weaver and Mr. Simpson. Do either federal or state officials see any point at which use of local funds in direct payments to child care centers would be appropriate? Do you see any set of conditions where that might be the way to go about maximizing quality child care?

Donald Simpson: It's always helpful. If you'll donate that money to Ed Weaver with a couple of stipulations attached to it. One is that you can specify the locality where you want it spent, and the other is that you want it spent on day care and nothing else. If you give it to him with only those two strings, that'll earn three dollars federal for every dollar you put up. That will do a lot for day care.

Edward Weaver: Now, I want my rebuttal. That's why I wanted him to speak first. Don and other representatives of our partner in this enterprise — the federal government — talk about the enormous possibilities under Title IV-A. Those enormous possibilities are only possible under the most liberal of circumstances; under the most enlightened public policy at the state level which opens up services to former and potential recipients almost without regard to any kind of criteria, and that condition simply does not exist! So, while it's possible, as a matter of fact this is something of the mechanism being used in the Model Cities communities right now in Illinois, and while it's possible to extend that to the private sector of day care; the fact is that it's extremely complex and difficult to satisfy the federal requirements for defining the groups that can be covered under Title IV-A. We've gone to rather significant lengths to define the groups that we have. We had a couple of other definitions in that were thrown out, by mutual agreement I might say, because we could not figure out what they meant either. We were trying to cover a lot of people. The problem is not with Don Simpson. I don't want to be troublesome to Don. And it's not always trouble with HEW. Part of the problem is drawing the definition so that when the auditors come in some three, four, or five years hence, Don Simpson and I both, won't have to cough up the money out of our own pockets to pay for the things the auditors cannot understand. So defining the group of eligibles is a complex task! It's not easily done and the implication of state-wideness and the implications of all sorts of other things that are part of the state plan submitted for approval for the federal government do intervene in opening this up as much as we might like to. If we can do this on a phase and piece-meal basis, sort of biting it off a piece at a time, there might be some other groups that could be included. We did, I think, pretty well at the first cut of this. We got Model Cities areas included, we got Public Housing Project areas and populations included throughout the state, and also included Migrant Programs throughout the state. The O.E.O. poverty designated areas aren't in there. That's one of the ones we tried for.

Question: I would like to know how and when the private proprietory day care center can be eligible for state, local and federal funding?

Edward Weaver: The proprietory for-profit centers have always been eligible for funding on a purchase for service basis for individual children. As a matter of fact, we are purchasing from profit proprietory centers throughout the state on the individual purchase plan which I mentioned. They are not eligible by statute for the Grant-in-Aid program; that's the other side of the coin. By and large, the bulk of the proprietory centers are in communities that serve primarily middle class youngsters and are not accesible to the group that we have designated as our first priority in Illinois and that is the group of handicapped or disadvantaged children from low income families.

Question: I have been thinking about what Mr. Simpson said about the Comprehensive Child Care Bill. I read an account in the *Washington Post* last week corroborating my information that this bill has been reported out of conference committee. My information is that this bill will not go into the hopper before the 29th of November, and that there are definite points at which we should apply some pressure if we wish to see it go through. Articles like James Kilpatrick's have had wide circulation. They are against the child development in the Comprehensive Bill. I have heard that those legislators who are in favor of the comprehensive legislation feel that they have not heard from their communities. It seems to me if this conference is to accomplish anything really great, it is very important to direct our attention as citizens to this bill. I hope that this group, before we close tomorrow, will make our wishes felt to the Governor, the President, and to certain legislators so that this bill will have some chance to survive.

Don Simpson: I didn't mean to imply that I wanted to preclude your expressing yourselves. That's up to the conference. The only thing is that as an old bureaucrat, I've learned to wait until I'm sure of what a bill says before I'm willing to take a position on it — but if you deal in principles, I don't see any harm. What probably is going on is a fight over costs and how fast one moves forward.

Day Care: Pro and Con

Dr. Maria Piers
Dean, Erikson Institute for Early Education

One morning seven years ago, I had a telephone call from a young friend who had just enrolled her only daughter in nursery school. My friend was in tears. She had been told by several well meaning neighbors as well as by her mother-in-law that a three and a half year old belongs home with her mother, not in nursery school, and that she, the mother should stop doing her secretarial work and stay home with her child, etc. She felt terribly guilty, as if she were public enemy number one and that was back in 1964.

Now the tide has turned. Now loving friends and relatives and civic minded people make you feel guilty when you don't send your child to a nursery school, or indeed to an all-day day care center. It is the mother who wants to stay home and take care of her children who is made to feel like public enemy number one.

In view of such a startling about face we better take a long questioning look at the whole issue of preschool education in general and day care in particular. At the moment everybody is in favor of day care. Industry and labor, government and private groups, and the Women's Liberation movement. Correction — *almost* everybody is in favor; children have not been consulted. Seriously, there is, of course, a lot to be said for preschool education. When people ask me what specifically is good about it, I have the answer at my finger tips.

Preschool education can aid in weaning the child from an over attachment to his mother, by providing short stretches of time away from the home, where he can learn to stand on his own two feet under safe conditions. It provides him with the company of other young children (very important from the age of three on), the use of large equipment such as a jungle gym (impossible to provide for most families), and lots of space for running and screaming (sans neighbors complaining). Best of all, the child is under the aegis of a teacher trained to satisfy his intellectual curiosity while also satisfying his need for physical and emotional closeness. After all, most of us receive our first arithmetic lessons on our mother's lap as we discover to our amazement that she has the exact same number of eyes and ears as do we, and that two times five fingers make ten fingers. And lastly there is the opportunity to teach the fundamentals of coexistence. If you kick Tommy in the shins he is not likely to let you play with his fire engine; or a kleenex is for blowing your nose, Jennifer's sweater is not.

That is what is good about a day care center. A day care center is good, *IF* it provides that mixture of care and education which readies a child for formal education and for many aspects of life. But what if it does not?

Before answering that question, let me tell you about a strange thought that occurs to me. Why is it that people always ask me what is so good about preschool education and nobody ever asks me what's so good about home? Why are we, the professionals, never called upon to justify the existence of family life? Just in case someone should ask, I have an answer ready: Home is a place

- where you are safe,
- where you can flop when tired,
- where you are liked for what you are, even on your off days,
- where you are thoroughly familiar with every nook and cranny and person and thing,
- where you get a peanut butter sandwich when you are hungry, and an answer to a question, and a whack when you are mean, and a hug when needed.
- And you can be sure of all of these.

A home is good if it provides all of these: food, shelter, information, whacks and hugs and consistently so.

What if it does not? The point here is that not every home is a good home. I am thinking at the moment not even of a child from a poverty-stricken home, but of a seven year old boy with a hard working father, in a high income tax bracket, and a mother in a mental institution, and a suburban house full of toys and a constantly changing stream of housekeepers and babysitters . . . and nobody to trust and nobody to be sure of.

Such tragedy can and does happen everywhere. But it does happen much more frequently to children in urban slums and when it happens, it has lasting and crippling effects. I don't want to be sentimental or belabor the obvious hazards of growing up in poverty — poor health, poor education, angry or lethargic mothers, absent or rapidly shifting fathers — but I do want to give you the results of a

fascinating research project I have recently come across which is not yet published.

Dale Meers from the Washington Children's Hospital has, in long term treatment, two rather average school age children from a black slum area, and in cooperation with the police, has attempted to assess the environment of these two children.

Here is what they found. In an area of three square blocks there were 3,520 major crimes over a period of twelve months. This number by no means reflects a sum total, but only those crimes that were *reported* by the police — crimes like murder and burglaries. It does not include crimes committed against children, or thefts within a family, or prostitution without significant violence. Strangely, the children talked little about any of these things. The researchers found that their way of surviving and dealing with an unbearable environment was to ward off what is "out there" and to behave as if they were deaf and dumb. The trouble is that when you live in a world of your own and shut out what goes on in your environment (we might compare this to schizophrenia), you don't see what the teacher writes on the blackboard either, nor do you hear when she calls your name. You can't learn, period.

To set up an alternate way of growing up is, in such cases, imperative. Day care, whether in an institution or a licensed home, seems an answer. One could even say that any kind of care is a better answer than a home life that renders children inaccessible to a teacher, or for that matter any responsible adult. Here we must remind ourselves that the children who live in such abysmal conditions are relatively few, that day care is currently the advocated solution for many, many more children, children with a basically good sound home who are alert, sometimes affectionate, sometimes annoying — like all kids.

The idea of day care for the average child makes us immediately and acutely aware that something which is a little better than the worst simply isn't good enough. The point is that second rate day care also has its dangers. They are different from a crime infested slum, but just as pernicious. The understaffed center or the center with a high staff turnover must by definition remain a merely custodial place, must rely on an overdose of behavior modification, which is a much more palatable word than drill, without motivating the individual, and must therefore, turn out children who are easy to manage, stupid, often sickly, well behaved in order to avoid trouble, without developing inner controls. How could they? They never know which housemother or child care worker or teacher expects what.

By the way, I have seen such children in my native country where people are forced to do something about the population increase and they set up "kinderdorffer". Kinderdorffer are well intentioned, just as most day care centers are here. They are absolutely benign — the people are terribly nice who work with those kids. The kids are cheerful, rosy-cheeked and totally without initiative. Nobody ever misbehaves. Nobody ever sasses a teacher. A high percentage, I suspect, are enuretic, almost all of them have learning problems even though genetically they come from an average population — just like the kids in a very bad city slum. They are better dressed, eat better meals, but they have very, very few caretaking adults — one house mother per nine children — that is all. And somewhere there is a house father who in turn is housefather for four or five different units, and they have everything, but they don't have people. And this is how they grow up. They look very pretty and well-nourished and all that, but there is something terribly essential missing. Something terribly human. There won't be any great inventors or thinkers among them, I am almost willing to bet on that.

What I am saying is that those centers that have to rely on custodial care manufacture future dropouts, unemployables, burdens to the taxpayer, and in doing so, it sharply increases class differences. For it's only the children who have no choice who land in such centers, not your children or mine, and no public school teacher — the most dedicated, the most gifted — can make them study, no matter how hard she tries. Second rate day care is a hardship. To be sure all human beings know hardships, you and I have undergone hardships, but we survived. If you and I survived it is because it didn't happen too early in life. The difference between the young child and the adult is that prolonged hardship leads to retardation and that the damage is permanent.

There is yet another danger inherent in the under-staffed center; we virtually force children to seek emotional support, company, stimulation from their peer group almost exclusively. Too much of this, too early in life conditions them for seeking support and help and rules of conduct from their equals, from their peers and, therefore, prepares the way to the delinquent gang. So let's not understaff child care centers.

I think the message is loud and clear. If we are setting up day care on a large scale, and if we don't want to produce a generation of quasi deaf and dumb unresponsive children who in due time spawn another generation of quasi deaf and dumb children, then we must provide quality day care. That is, if I may now remind you of some earlier statements from the speakers and also from the floor, namely, that we sink our money in people. Not into a curriculum or into a beautiful building or into marvellous equipment — though we are certainly not opposed to any of these. But if we must cut corners, and it seems that we must, then let's not cut it on personnel. Every center must have at least one person who is well trained and knows how young children develop and how parents interact and interlock. And the others?

There must be a sufficiently large number of them (paraprofessionals, aides), warm people who have a natural inclination towards kids, one per seven for children between three and seven, but no more than two toddlers per adult. As you know day care has a tendancy to embrace younger and younger age levels and there is a warning in this.

There remains one issue that is currently much talked about. It is parent involvement. What do we mean by that? Participation? Government? Perhaps and perhaps not. Many mothers and fathers are too burdened as it is. Some ethnic groups abhor the idea of parents (especially mothers) running things. But everywhere under all circumstances for people of all races, colors, creeds, income groups here is one of the essentials of development — young children learn, unfold, thrive, in constant interchange with a parent or parent figure. Lethargic, deprived, angry, sick people make poor parents. Parent involvement then, whether or not it means participation, means under all circumstances that the needs of adult human beings must be met up to that point where they foster the growth of their own children through constant interchange.

Let me remind you of the poor little rich little boy. He recovered as soon as his mother recovered and was released from the mental institution.

Now for some utopian picture on the horizon. What could day care become ideally? Occasionally an idea springs up that was meant to benefit the poor, but turned out such an excellent idea that everybody wanted it. Health insurance was such an idea. The Montessori system and before that the Froebel Kindergarten. If I may share with you some terribly subjective impressions, Head Start had a similar effect. I'm convinced, as many of your are, that a great many blunders were committed in the whole Head Start situation and one might have done better but one did something, and it is also true that the Westinghouse Study proved convincingly that Head Start failed to perform miracles. It failed to kill off rats in tenements, it failed to improve the nation's economy, the awesome complexities of big cities, crime and graft, and it didn't do away with the war in Southeast Asia, cancer or the common cold. And so kids continued to have problems in grade school even though they went to Head Start. On the other hand, Head Start convinced mothers — poor illiterate mothers — that they could learn and indeed become their children's teachers, that they could have their teeth fixed, take up dressmaking and look attractive, become more self-respecting, serve balanced menus, generate a measure of beauty in their schools and homes, and above all believe in self-determination based on self-respect. I will also stick my neck out and say that I am quite sure that Head Start helped people, in all walks of life, to take the first five years seriously and to discover the values of preschool education.

What was good about Head Start was people. People who set it up, people who had the dream, people who were direct beneficiaries and people who learned from it what one can do with kids that young. As we set up day care on a grand scale let's please not forget people. Let's have warm knowledgeable people to deal with children and, above everything else, let's have enough of them, so our children don't become dumb, docile and delinquent.

What I am pleading for is that we select the teachers for the young and the poor and particularly for the young and poor with the same care, the same attention to excellence we reserve for a graduate teacher in a university (though clearly the qualifications must be different). But if we do, we just might salvage a lot of human potential in the poor, and indeed, in the rich also.

QUESTION PERIOD

Question: What are your feelings in regard to infant day care?

Dr. Piers There are some problems with that. Infants evidently need a lot more of a "mother-person's" time. This can be a Mom, a woman — old or young — a real teacher, a nurse or whatever name you call that person, and they need a degree of consistency in their care which makes it positively pernicious to have a wonderful nurse today, and another wonderful nurse tomorrow, and another wonderful nurse the day after that. It confuses children at the very beginning of forming relationships and of cognitive development. They simply don't know their way around, so it's particularly important that the caretakers of the very, very young be the same ones, predictable again and again. "I feel in my bones she's going to be there tomorrow — vaguely, dimly — before I even start to think." That's the familiar touch, the familiar bottle, the familiar smile, the familiar frown. So that I think we have to be terribly careful as our clients in day care centers become younger and younger, that we make sure we have no turnover. People who take care of the very young must be interested in the kids and there must be no more than two children per caretaker. The experience that bears out that it can be done like that comes from the Child Care Center at Yale which was and still is, an absolutely superb day care center. They took in toddlers and infants years ago, but they had one young girl there for two babies and it worked. They also had a lot of parent involvement and to my knowledge they now have only infants, but the appropriations were cut. However, they also had kids up to age five and six if the circumstances of the family made this necessary.

Question: What do you consider to be the present and future implications of the rather obvious absence of the male figure in the nursery and preschool programs.

Dr. Piers I have considered this for some time. We are terribly pleased and proud that we have an increasing number of male students at Erikson Institute and we welcome this trend very much. I think it's one of the hazards for growth that overrides class and income. Children in any great Western country generally have no "fathers". The poor father leaves early in the morning, if he works. If its an extreme poverty situation, the father comes and goes, and many kids in poverty areas, of all colors and classes, don't really know father figures as we know they should. The working people of all income groups at best see their children after 7:00 P.M., if they don't have to attend meetings or something else.

So let me just say, I think it is a real problem that our children grow up in a predominantly feminine society. I don't think the answer is in abrogating a women's role. I think that we need a little of each — the male image and the female one — this goes for both little girls and little boys.

Question: Would you comment on the alternatives or the impact of taking the money that's invested in day care facilities and training of personnel and investing that money in the home instead of taking the child out of the home.

Dr. Piers: In principle I think this is entirely possible — it's probably good. I know that there are some very staunch advocates of that, but it may turn out to be more complicated and costly. If we really talk about very deprived people, then the handing out of a check does not do the trick because the deprivation is older and deeper than a monetary one. What has to be done or has to be available is supplementary care of the parents and/or education as the case may be. I think it is one of the possible avenues depending on composition of the community and the available resources. I wish to state that I or anyone at Erikson Institute can be partial in favor of one method as opposed to another, such as group care, family care, money to families. That depends on a number of variables and I really don't prefer the one in favor of the other. Also, there are too many practical considerations. Where does the money come from? What is mutually agreeable to the population that wants to work or should work, the employer? What are the existing facilities in a community? Is there something to which parents can turn? It is terribly complex.

Question: What is your opinion in regard to the educational approach to the different cultural and ethnic backgrounds?

Dr. Piers: This is such a super-colossal question, I don't know where to start. Are you asking if I favor an integrated set-up? Then the answer is simple — yes.

Question: As far as bi-lingual education . . .

Dr. Piers: I wish I knew more about it, is all I can say. I can tell you that I've had one experience. The setting was very different — and yet not so different — from the United States; and that is among the Swiss rural poor. They are not so poor as the vast urban areas in the United States. These groups grow up bi or tri-lingually. It works very well. It is not true that they are poorer in the mastery of one particular language. They manage to speak two or three languages and express themselves very ably. They have no choice. My guess would be that we don't have much choice either. We simply must raise a whole number of groups in a bi-lingual fashion, but really I don't know enough about it. What I've read so far doesn't really answer all the questions that are connected with this problem. But I know, in principle, it can be done. The Swiss are a case in point. The Jewish Staettel kids in pre-Hitler Poland were another case in point. They learned two and three languages and mastered them perfectly. It seems a necessity for a great number of groups we are currently working with.

Question: Would you comment on parent evaluation in day care centers and the role of the parent in evaluation — because that is going to be quite important.

Dr. Piers: Yes, it certainly is in some areas. In others, they'd rather not touch this, particularly if women are involved. I think, however, it is imperative that we let parents know what to look for in day care centers. What are the criteria for good day care centers? One is a very simple one — the behavior of the children over the course of a day and the expression on the children's faces. Are they sometimes actively, busily, intensively engaged in what they are doing, and then again they flop and day dream and do whatever kids do from time to time to rest — regress a little bit (that's quite all right). Or are they constantly kept in line? Are they too good? Are they too acting out? In either case, we may conclude something is missing. You want a good average of alert expressions. Of course, their physical state is an important thing, but many people are aware of this area already. A good and constructive time reflects in the expression. And I think we have to publicize that broadly.

Question: When we speak of bi-lingual children, we are usually speaking of immigrants, however, I think we have bi-lingual children in the United States. Blacks speak in a certain way, and then we are asked to speak another language when we go into the formal educational setting. Basically, blacks have a common language no matter where we are from. I don't think this is dealt with at all. The question I really have is—what are the implications

with day care running rampant in this country in terms of staff, four years of college trained staff, who must have the resources to deal with this.

Dr. Piers: There are enormous practical questions. I could conjecture that you maybe have one person in a center who is conversant in both languages — and I'm taking your statement at face value — that all blacks understand each other. I'm not totally persuaded.

Comment: I don't believe I said that.

Dr. Piers: What matters is that the acquisition of a second language is regarded as a hardship. I don't think it ever is unless you deprecate the first language.

Comment: This is what must be dealt with.

Dr. Piers: Those of us who speak more than one language are at an advantage. The fact that this country is so large makes the acquisition of a second language a strangely new problem. But in a small country people have to learn at least one more language. Here you get terribly far with English of one kind or another — some dialect of English. In principle, I don't see what could be wrong with the acquisition of several languages as long as you make sure that there is no class distinction attached to speaking one or two languages.

The Importance of Day Care In the State's Service Program

The Honorable Richard B. Ogilvie
Governor of Illinois

Throughout the three years of my term as Governor of this state, I have not often had the opportunity to invite myself to give a keynote speech. Since I have taken advantage of this prerogative, I have chosen my words carefully and I am grateful for this opportunity to share my thoughts with you.

Let me first add my thanks to those of Mr. Thomas and Mr. Weaver for the participation of all of you who are here today.

Our day care program would amount to little, indeed, without those who are willing to operate these day care facilities, without professionals with the knowledge to formulate day care programs, without public officials and employees interested in day care, and without the many private organizations, citizens' groups, and individuals who have urged greater public support of day care.

I thank you for your past accomplishments and invite you to help the State of Illinois proceed in designing the most comprehensive day care program of any state in the country.

While I am proud of what we have accomplished already in the child welfare area, we are constantly looking for new ideas. We need to know what specific problems exist, and we have a continuing desire to evaluate the true needs and desires of Illinois citizens.

You have been asked today to address many complex and important questions in the day care area. Many questions have already been outlined, and I know that in each workshop more will be presented. I would like to add two encompassing considerations.

Formulating a state day care policy raises some very fundamental questions. I urge you to not lose sight of these issues when discussions become bogged down in details.

In our planning of day care programs, do we perceive day care as a service for selected groups of the population, or as a "social utility" available to all? More basically, to what extent is a child a public responsibility in our society? The broadest implications of day care policy cannot be ignored or minimized. The effect of day care on the role of the family, our educational system, the economy, must be anticipated.

On the other hand, no discussions of day care are productive unless they are guided by a basic consideration of the needs and welfare of children. A day care program must put the chief value on the child that it serves.

This administration has consistently made service to children and the care of children the highest priorities. My support of day care services is one aspect of this commitment, which recognizes that our greatest hope for the future lies in these children.

Mr. Weaver has reviewed the various aspects of the Illinois day care program. While we have accomplished much in the past, we must turn our efforts towards planning for the future. To do this at the state level, it is important to view day care as one possible social service among many.

It is also critically important that we not jump on the day care "band wagon" at the expense of other essential services. Neither can day care be separated from other state services and programs. Let me illustrate what I mean.

The Department of Children and Family Services currently provides a wide range of services to children. These include adoption services, foster care, institutional care, and in-home services.

Now, should we be concerned with caring for a child in a day care center who has a family, when another child has no family at all and may need to be placed in an institution? Could we be doing more to protect our children from parental neglect or abuse?

While the state recently instituted an adoption program for black children, does more need to be done in the adoption field? Will day care be able to prevent social problems and thereby diminish the need for other welfare services?

It is also important that day care not be separated in our minds from our educational system in Illinois. Though the state has increased its contribution to public education tremendously during the past three years, expanded funds for education have been limited this fiscal year. This being true, should the state spend any money on day care?

Should we attempt to plan a comprehensive and universal system of day care when our present system of public education has so many flaws?

Day care must also be considered within the context of the Illinois welfare programs. I know that many of you question the role that we should play in programs for the poor and, more specifically, for welfare families.

We do a disservice to both day care and welfare recipients if we view day care only within the welfare context. While day care most certainly has a role to play in facilitating the employment of mothers, we can contribute to the neglect and stunting of a new generation by advocating programs that are only custodial in nature.

On the other hand, the economic resources of government are limited, and day care is expensive. If society has a responsibility to any children, it is especially responsible to the children of poor families.

Any child who is doomed to wander through a maze of dilapidated housing, inadequate schooling, and limited employment opportunities deserves priority. For these reasons, day care programs in Illinois should continue to emphasize serving children in poverty areas.

Concentrating day care services within poverty communities also means focusing them on welfare families. It seems to me that those who express suspicion of day care in this context are not really talking about day care — they are instead objecting to the alleged "forced" or "coercive" nature of welfare work programs.

At the same time they should continue to service the parents who are least able to afford day care services. Secondly, day care services should be focused on children with special needs, such as those with physical and emotional problems.

It should be pointed out first — and I have said this before — that many mothers receiving Aid to Families with Dependent Children want to work. It has also been pointed out that the lack of day care has kept these women out of the labor force.

For the quarter ending in June, 1971, the Illinois Department of Public Aid reported that approzimately 1,200 persons were not, and I emphasize not, referred to the Work Incentive Program because child care was not available, while 1,000 persons were not referred due to the ages or number of children in the home. These persons comprised 43 per cent of all persons determined to be "not appropriate" for referral to WIN.

While it is not unreasonable to expect a welfare recipient to accept a job if one is offered, the matter becomes irrelevant when we consider a mother with a child under the age of 6 years. Since the WIN program gives priority to AFDCU fathers and AFDC mothers with older children, a requirement that mothers with pre-school children accept placement should not be an issue — there simply are too few WIN slots for all.

It has also been determined that 34 per cent of the present AFDC families, or some 44,000 cases, have no child under the age of 6 in the family. While many of these adults would not be employable for other reasons, the figures do point out that there are large numbers of women who could be employed and who do not have pre-school children.

What disturbs me about the issue of day care for welfare recipients is that the day care services that are presently utilized by employed welfare recipients are inadequate.

We know that some children simply care for themselves while other children are cared for by older brothers and sisters. This is not to say that we should rush out and blindly build day care centers. Perhaps these centers would never be used due to a preference for in-the-home care. It does say, however, that something is wrong — not necessarily with the welfare system, but with our system of day care services.

I have been attempting to outline some of my questions and concerns. Where do we proceed from here?

Illinois is at the threshold of having one of the most comprehensive day care programs in this country. Our day care program has expanded substantially within the past three years. In Fiscal 1970 Illinois spent $10.3 million on day care. In 1971, spending increased to $17.6 million. This year we have budgeted $50 million for day care services.

There are nearly 75,000 children in the state being served in 1,680 licensed day care centers and 4,470 licensed day care homes. As Director Weaver has pointed out, the variety as well as the availability of our day care programs have also been enhanced.

Bringing Title IV-A funds under the Social Security Act into Illinois to finance day care for children in poverty areas has been one of our most important initiatives.

With Title IV-A funds, we have increased the Department of Children and Family Services budget for day care to $19 million. Numerous other states have since contacted Illinois to seek guidance in instituting similar programs.

The Title IV-A program is also significant because it represents a cooperative effort between the state and public and private agencies — in particular Model Cities, the Chicago Housing Authority, and Chicago Commons.

The state is eager to increase the role of private agencies in sponsoring day care programs, for we do not intend to build and operate day care centers our-

selves. Increasing voluntary participation in day care programs, therefore, is a critical need.

Title IV-A funding has been particularly important due to the very limited nature of state resources. You are well aware of the budgetary problems within our welfare programs. Though this issue will be addressed later, I would like to say that I am extremely heartened by the progress that was made in Washington last week in support of emergency welfare funding. Even with this aid, however, Illinois will continue to expand its day care program largely with Title IV-A funds.

In addition to this source of funding, several pieces of legislation are pending at the federal level. Of most immediate concern is the Comprehensive Child Development Act of 1971, which was recently reported out of a conference committee. I have been watching this bill with great interest and great concern. Its emphasis on day care which has a strong child development component, its emphasis on serving the poor families, its emphasis on involving parents in day care services — these are entirely consistent with my position on day care as it has been stated over the past two years. I agree in principle with this bill. I understand, however, that the conference committee report has not yet been printed. I will be able to make a more definitive statement on this legislation after I have had an opportunity to study the final version carefully. Certainly I agree with the principle of placing priority on the needs of children.

I would like to conclude with the hope that these discussions this afternoon are productive and that they will be rewarding. I can assure you that your recommendations will be studied carefully, and I'm confident that many of them will probably be implemented.

Let me reemphasize that the state needs guidance. I am not too proud to ask for advice. We need to know how best to evaluate the true effectiveness of day care programs. We need to know how much money to pay for day care services. We need to articulate more thoroughly the objectives of a day care program in Illinois. And in general, we need to know how best to utilize the funding for day care which we will receive in the future.

Day care is not new in this country — nor does it stand alone as a social service. With all of its benefits, it cannot be viewed as a cure-all for every child-crippling social problem that exists in this society.

We must instead determine how day care can best serve the future generations in this state and within the bounds of a full range of commitments.

For the sake of our children, we're going to do better — we're going to do better than ever before. With your help, our effort can, and I believe, will succeed.

QUESTION PERIOD

Question: Are there more funds going to be allocated for expansion of the programs for migrant children?

Governor: There will be additional funds committed for that program and for the enlargement of our day care programs generally. I cannot at this moment predict how much because we are just now beginning annual preparations for the coming fiscal year, but we are prepared to commit additional funds.

Question: On behalf of the Action Committee for Decent Childcare, we are very pleased that the Governor is responding to people being concerned about childcare. We do want to know specifically if you would intervene with President Nixon for the concerns that you have just stated in your speech. We all know that unless there is massive federal financing of childcare, all of our concerns about childcare don't become reality and end up in rhetoric and good wishes.

Governor: Briefly, the answer is "Yes" — just as I intervened with the President for the last several months, and most dramatically last week, with the cooperation of Senator Percy, when we were able to move for additional welfare funding for Illinois. I will not hesitate to intervene in this connection, and I know of the President's own concern for programs that affect the children of this country, and I know that I won't have any difficulty bringing our views to his attention.

I might say that the group that this young lady represents passed around to all of you some literature posing some questions. Perhaps I can comment a little bit more specifically on these. In reiteration of what I said, we have already been intervening with the President, and received his attention and cooperation on a perhaps more immediate need in the area of public aid or welfare — and this I might again point out was with the tremendous cooperation of Senator Percy. We could not have accomplished it without his willingness to press very vigorously in the United States Senate with an amendment which he was prepared to put on the tax bill and which is now going to be on H.R. 1 in whatever form it comes out of the Senate.

You ask here — "Would I support a position that childcare would not be used as a way to force women off welfare and into low-paying dead-end jobs." Frankly, I think that is somewhat academic; we don't have jobs to reach as far as there is a real need now. So I don't see anyone pushed off of any type of program into that situation.

Question: Governor, on the first point that was raised, because it is so important, I really want to clarify what your position is. Will you intervene on

behalf of the statement that has come out of the Joint Committee?

Governor: Well, I can't put it any more bluntly than I just did. Until I read it, I am not going to commit myself to anything. In principle, I support the objectives I've seen. However, I have seen some bills come out of Congress where there is no similarity between what the announced purpose is, and I am not going to mislead you. I have said that I support the principles of the bill, and if the bill contains those objectives, I will support the bill.

Question: I'm with Head Start. Head Start has proven itself to be very valid in the educational process, and I'm wondering if you plan to follow the children when they have proven themselves in Head Start and go into kindergarten. Is there money for a policy in that respect?

Governor: The Director (Mr. Weaver) says that the Federal government has some follow through programs — we don't have a specific program. Let me make a point that I perhaps didn't put as strongly as I'd like to. We are looking for ideas out of this conference and this might well be one that would be a consensus opinion of the group, and one that this administration could well adopt. We can then use this with the cooperation of our congressional delegation, and the White House could work for an enlargement or an enrichment of these programs. I don't stand before you as an expert on this — you people are the experts, and I'm the generalist, and what I am looking for is advice and information and I can tell you that I have a willingness to accept it.

Comment: I'm from the Governor's Office of Human Resources, and I can respond to that question. Our office is working now with the Office of Public Instruction in drawing up plans for getting some information sent back to the United States Office of Education for more follow through. Talk with them and maybe they can give you more information.

Question: In light of the complexity of children's programs, when you mention the $50 million in respect to child care, we know that it is divided between Children and Family Services, Department of Mental Health, the Welfare Department, etc. Would you possibly favor the setting up of a department of early childhood education and childhood development in order to truly coordinate the services to children?

Governor: One of the Governor's problems is the complexity of governmental operations. In fact, I have just recently initiated some efforts designed to try to consolidate in a more meaningful way the far flung operations of Illinois State Government. I have forty departments and agencies that report directly to the Governor. You just cannot run a government with that many agencies. Let me give you part of an answer anyway. One of the things that I am extremely interested in is a consolidation of the delivery of social services on the part of the State of Illinois. I think that we have made a mistake in fragmenting the programs in the past, and I know that I speak the views of Ed Weaver who is head of two of the most important departments. A more effective job could be done if there was a bringing together of all of these components that right now are all over the place and that are frequently in competition with each other to the disadvantage of the persons they endeavor to serve, and this is frightfully expensive because of duplication.

Now, Bruce Thomas' Institute for Social Policy has instituted two demonstration projects and you probably have heard something of this. One is the Woodlawn Project and the other is a tri-county area project centered in Peoria and these are our first efforts towards trying to consolidate the state's participation in a single delivery area. I was just talking with Dr. Piers at lunch about the great temptation in government, because you are not here an awfully long time, to make big jumps — "let's be dramatic." I think it would be a very serious mistake for me to conclude without a great deal of advice and the opportunity for some experimentation as to where we are going to be five years from now or even two years from now. I would have no trouble with the creation of some kind of a division within the overall agency which would concern itself with this particular matter that you are talking about, so long as it was interfaced and had a clear inter-relationship with other responsibilities that the state is getting more and more involved in.

Question: We in day care are very concerned about the self-image of children, but I have a suggestion that wouldn't cost any money at all. If you would repeat publicly that many of the people on welfare are people for whom our economy cannot provide jobs — that would go a long way towards increasing the self-image of children whose families are on welfare, who were terribly attacked recently.

Governor: I am afraid, however, that that is about as oversimplified an answer as as the oversimplified statement that the party you are talking about made the other day.

Question: As a member of the Action Committee for Decent Childcare, I would like to ask if there is any idea of expansion of the grant-in-aid programs on a state level to provide more funds for both new and existing centers.

Governor: I would like to have you ask Director Weaver about that. He's nodding his head — the answer is "yes".

Question: Would you describe your plans for delivery of health services to young children in the state?

Governor: I think I have rather covered it. Let me sum up. I have a problem in trying to manage the overall delivery of social services. We have now

made a step in this direction, because in Ed Weaver we have a Director of Public Aid and an Acting Director of Children and Family Services, and we have an amalgam in terms of two very important responsibilities. I want for Illinois the best day care program that is possible for humans and states to achieve and we are willing to put our money where our mouths are as we have demonstrated so far. Yes, we are willing to go to Washington to get this. I might say a word of appreciation to Dick Friedman and to Don Simpson — we have some excellent men who are in a position to know the needs of Illinois and secondly to help the federal government to respond to this, so we are looking toward a reorganization and toward an improvement.

Question: I would like to speak of industry and day care. I wondered if you had considered making a public statement concerning involvement of industry and day care. I wonder if a statement of this sort might not elicit a positive program on their part.

Governor: I think this is a worthwhile suggestion, and I will be happy to consider it with the advice of my friend, Mr. Weaver. I have had an interesting conversation with the lady who runs the Amalgamated Clothing Union Workers Center — and while that is not industry — it is at least an action on the part of the private sector that is very worthwhile, and this is particularly a bright spot on the scene. I think there is a role for the private sector to assert itself more than it has, and in fact, I would like to see the private sector take over the whole of the program with a little help from the government. I suspect that we are a few years away from that millennium.

The Objectives of Day Care

Carlton Williams, Moderator
Chicago Housing Authority

Richard Hamilton, Recorder
Dept. of Children & Family Services

The morning session of the workshop on the objectives of day care began with three presentations. Dr. Joseph L. Braga from the University of Illinois presented a position paper entitled "Objectives of Day Care: Child Enrichment". Its central point was that day care must have as its prime objective the education and development of young children and not the cutting of welfare costs. The paper cited many studies which show that the child's early environment is critical to his growth and development. These same studies indicate that the first five years of life are the most rapid for physical, socio-emotional, language and cognitive development in the child. They also indicate that the early environment of the child and the quality and kinds of stimulation he receives during his early years influence his attitudes toward later learning as well as his later learning skills. Experts agree it is very important that the first years of a child's life contain the elements which will promote maximum development. Based on the evidence available, the paper proposed that the goal of day care should be that of providing appropriate kinds of experiences, materials and opportunities for exploration and interaction at appropriate times in order to optimize and facilitate each child's development. Dr. Braga's paper contained specific recommendations for the components of a day care program necessary to achieve this goal and these recommendations were presented later in the meeting.

Dr. Braga supported his prepared text with additional commentary on the value of child development. He stated that as a practicing psychologist he has dealt with many adults who were not at peace with themselves and that he felt that this kind of problem could be avoided through child development programs which teach children to love themselves. He also pointed out that, if properly stimulated, by age five the child is ready to begin intrinsic motivation for learning. However, Dr. Braga asserted that schools today are extrinsically oriented, and studies show they emphasize the development of the least important kinds of thinking. Therefore, he felt that the downward extension of the school system would not be the best approach to improving and expanding early child development programs.

The second position paper was prepared and presented by Mary Ann Stuart, National Coordinator, Task Force on Child Care of the National Organization for Women. In her paper, Miss Stuart cited one of the goals of the National Organization for Women as being the development of universally available, publicly supported, developmental child care. In addition to her prepared text, Miss Stuart made available a compilation of statistics indicating the number of working mothers in the United States, the number of children needing day care, a projection of this number for 1980, the income of working mothers, and the estimated cost of day care. Refuting the frequent argument that child rearing is the total responsibility of the mother, Miss Stuart cited the fact that women constitute 43 per cent of the present work force and this includes 11.6 million working mothers, most of whom work because it is necessary for them to do so. For this reason as well as others, she argued that society should share in the responsibility for child rearing. Miss Stuart's paper supported the Comprehensive Child Care Act then before Congress and saw it as a means of making quality developmental child care services a reality. In her paper, Miss Stuart cited opinions of experts in the field to support the argument for universal developmental child care and to reinforce her position that the middle or upper income child needs quality developmental care as much as the economically disadvantaged child. The paper advocated that Governor Ogilvie be charged with the responsibility of developing day care centers throughout the state for all who wish to use them, and that such centers be developed solely for the benefit of children. It was further stated that these centers should not be established within the framework of the public school system, that parents be given an active role in their development and operation, and that males assume an equal role in day care programs.

The third position paper entitled "Day Care and Welfare Dependency" was prepared and presented by Dr. Audrey Smith of the University of Chicago. In her paper, Dr. Smith took the position that the reduction of welfare dependency not be an objective of day care. Dr. Smith submitted that the use of day care to reduce welfare dependency could lead to development of day care programs of questionable quality, and that it is both morally wrong and impracticable to deny welfare mothers the privilege of staying home to rear their children. She stated that day care must continue to be consumer oriented with the needs of the children and their families of

primary concern. Dr. Smith cited studies which show that the provision of day care services alone has little impact on welfare dependency because the majority of unemployable AFDC mothers are in that position for reasons other than lack of child care. Although Dr. Smith felt day care was not the anwer to reduction of welfare dependency, she saw a need for publicly supported facilities for mothers who wanted to get job training and work. Dr. Smith indicated that there is a particular need for comprehensive educationally oriented child care centers designed to meet the child care requirements of the whole family and believed such centers would benefit the welfare family by replacing formal or informal and inadequate child care arrangements. She also called for educational counseling for mothers who choose to work to help them plan for and maintain good child care arrangements.

During the discussion which followed the presentations, several additional ideas were advanced by other workshop participants which served to supplement and reinforce points made by the speakers. It was suggested that there ought to be two overall objectives. One should be that of improving existing day care facilities and the other to suggest to Governor Ogilvie what he can do to improve day care in Illinois. The danger of developing objectives that are too general was stressed and specific steps were proposed to reach the objective of improving existing facilities. These included the development of mechanisms to get existing information on early childhood growth and development disseminated to those providing day care services and, where such information is not available, provision for research and development and also development of training programs for day care personnel, possibly through the universities. With regard to specific steps Governor Ogilvie should take, it was suggested that he publicly announce day care as having higher priority than other programs such as highway development; that he support the Brademus-Mondale Bill; and that he support the training programs planned by various universities. Other discussion centered around the value of parent enrichment programs and the need of parents and day care center staff for simple basic information on child growth and development. Attention was called to the special needs of migrant children, and it was advocated that day care for migrant children be provided in a bilingual, bicultural setting with bilingual training as a part of staff training. The point was made that quality day care must be defined in terms of the children served, and the opinion was advanced that quality day care is not the same for the black child, the migrant child, and the white child. The importance of accessibility of day care centers in terms of geographic location and purchasing power of the users was emphasized.

The afternoon session began with the moderator calling for the narrowing down of the broad concepts presented during the morning session in order to develop three practical, workable objectives that the group could present to the general session. The first major objective suggested was that the provision for excellent child development programs be considered separate and apart from the work and training programs of the Public Aid Department. As reinforcement for this position, it was pointed out that California has 1/6 of the total day care slots available in the nation and these are administered through the Department of Education, apart from the welfare program. It was suggested that possibly it would be better to develop a division within the Department of Children and Family Services to administer the program in Illinois instead of through the public school system.

A number of divergent points were made following the proposal of the first objective. First, that a well trained staff is essential to the provision of quality day care. Another point stressed the importance of leaving it up to the parent to choose from the available day care. A plea was made for the provision of specialized persons in day care centers to identify and deal with problems. Another point put forth was that there should be adequate funding of research and development. It was further proposed that such research and development be unlimited as to scope. It was stated that quality day care is vital, important, and a very good investment, but that legislators and the general public do not recognize this and, as a result, a public education program is needed.

Varying suggestions were offered in regard to the target group for day care services. One view was that the target group should be disadvantaged children such as those of the migrants. It was argued that currently there is insufficient services available and Head Start experience has shown that, unless there is a provision for a recruitment system, those most needing the service will least avail themselves of it. Others disagreed that any group should be singled out for service.

It was noted that the Comprehensive Child Development Act of 1971 encompasses just about everything that had been advocated in the discussion. Under the bill, day care is to be available as an alternative and much of the money is available to reach those least financially able to obtain such service, but there is also provision for middle income families. Going on record in support of the bill was again called for.

The group expressed concern for adequate follow-up so that the recommendations of this conference do not meet the same fate as those of the White House Conference on Children. It was proposed that the group go on record as supporting universal child care and also public financial support for proprietary day care centers.

After considerable discussion, it was agreed that the first recommendation to be presented to the general session would be as follows:

> Quality day care, as an option, should be provided for all children. Quality day care should be available to all families without regard to, or as a condition of, parents receiving public assistance and free from a work participation or training requirement.

The second major recommendation agreed upon was:

> In order to insure quality day care, high priority must be given to effective staff training and development, curriculum development, research, demonstration and evaluation, parent and community participation, and supportive services.

It was decided that the third major recommendation should call for public financial support. There was much discussion regarding from where funds should come to support day care and who should receive such funds. If there were a reordering of administration priorities, it was felt, more current funds would be available for day care. There was also a suggestion that a portion of state and federal income taxes be ear-marked for day care and that the users of day care services be given a tax break. The advantages of giving funds to parents to purchase day care rather than to day care centers themselves were considered and there was some speculation that this might be less expensive. Allowing parents to purchase service might result in service of a better quality and service that is more responsive to the users. It was suggested that providing funds to centers themselves perpetuates mediocrity, however, the group agreed to advocate as its third major objective that:

> Public funds should be provided to both public and private day care centers on an ongoing basis in the form of loans, grants, etc. Funds should also be available to parents to purchase day care.

After the major objectives were agreed upon, concern was expressed that many ideas presented during the session were not included. In the interest of time, the group recommended the objectives of day care detailed in Dr. Braga's paper with the hope that these might provide sufficient coverage of points made by many participants during the session.

Child Enrichment

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For a number of reasons, the development of a comprehensive system of child care and child development services has become the focus of national interest. Day care is being looked at from a variety of standpoints as a vehicle for social and cultural reform. Vast sums of new federal funding are forthcoming, for which a comprehensive plan for implementation must be prepared. To meet this need, priorities for the objectives of day care must first be examined.

Day care is seen by diverse groups as having the potential for solving a variety of different social problems and needs.

Those concerned with welfare reform see day care as a vehicle for the reduction of welfare costs through the relieving of welfare mothers from full-time care of their children and thus releasing them for employment. Manpower training programs are working in coordination with agencies creating and staffing new day care centers to supply career development programs in day care for some of these current welfare recipients. As a long-term goal, they view day care as a means of breaking a three to five generation cycle of poverty, through the employment of mothers and the education of their children.

Bruner (1970) and others (e.g., Haggstrom, 1964; Hess and Shipman, 1965; Bee, et. al, 1969) have discussed the impact of poverty on self-concept leading to short-range, restricted goals and a feeling of powerlessness, and on learning patterns leading to limited language usage and problem-solving strategies. To be at all effective in breaking the poverty cycle, then, day care programs must be coordinated with good programs for training welfare mothers for employment in meaningful and valued careers which will not only improve their economic situation, but will also provide the mechanisms for enhancement of self-concept and pride.

The hope that day care could lead to economies in government expenditures, however, seems contradicted by the evidence of the experiences of the Communist nations (Meers, 1971). Quality day care is expensive. "The Soviets believe that children are a natural resource, perhaps the most valuable resource a society has. Although the raising of the child is entrusted to the family, the ultimate responsibility for the child's development belongs to the State itself" (Cole, M. and Cole, S., 1968). A parallel belief, that children as our most vital natural resource must be the responsibility of the community, is consistent with the movement for quality day care. President Nixon, in his address at the creation of the new Office of Child Development, stated his commitment to the healthy development of young children and to the development of programs for children from birth to six.

If this commitment is to be fulfilled, then day care must have as its prime objective the education and development of young children, not the cutting of welfare costs. The Forum on Developmental Child Care Services of the White House Conference on Children stated in the *Report to the President:* "The members and delegates of this forum (representing private, state, local, and parent organizations, business and private industry throughout the nation), are shocked at the lack of national attention to the critical developmental needs of children. We urge the recognition of day care as a developmental service with tremendous potential for positively influencing and strengthening the lives of children and families, and we urge the eradication of day care as only a custodial, 'baby-sitting service' " (*Report to the President,* 1971). Further, delegates emphasized day care as a means of rescuing children from the effects of affluence and isolation, as well as poverty and neglect, rather than merely relieving mothers of the nine-to-five responsibility of child rearing.

Women's movements have been promoting day care as a vehicle for the release of mothers from the obligation of full-time child rearing, thus permitting them the freedom to work or to spend some of their time in some other way. Day care is seen as a liberating force for women which will allow them to become people as well as women, and reciprocally to become more effective in their relationships with their children and family. "A child socialized by one whose human role is limited, essentially, to motherhood may be proportionately deprived of varied learning experiences. In a circular fashion, the development of children has been intimately influenced by the development of women" (N.O.W., Chicago Chapter, 1971). Proponents of this position also add that men should share in the child caring role, an idea which is supportable in its implementation in day care, not only for its potential influence on men, but most importantly for its positive influence on children who can benefit from both male and female models. The position of day care as a means for the relief of mothers from the primary responsibility of child rearing is a valid one, especially in its reciprocal relationship with child development as the goal of day care. First, it suggests parent enrichment as an outcome, which would, in turn, presumably improve the family relationship. Second, it adds a new, important dimension to the consideration of the goals of day care which is shared by those supporting child development and early childhood education as the primary goal of day

care — that day care should be a service for children from all socio-economic groups.

Psychologists and educators in the fields of child development and early childhood education see day care as a service which should be oriented primarily to promoting optimal development in children. Day care is viewed as a vehicle for child development through early childhood education, to supplement, not supplant, the home environment.

Whereas it was once thought that the years of a child's life before he entered school did not involve serious learning, experts (e.g., Bloom, 1964; Birch, 1969; Bruner, 1970; Hunt, 1961) agree now that the child's early environment is critical to his growth and development. Studies in a variety of areas have suggested that the first five years of life are the most rapid for physical, socioemotional, language and cognitive development in the child (Hunt, 1970). It has been found that the early environment of the child and the quality and kinds of stimulation he receives during these early years influence his attitudes toward later learning as well as his later learning skills (e.g., Robinson and Robinson, 1968; Schaefer and Aaronson, 1971; Palmer, 1971). We must recognize the significance of this to all of us. If we ignore this, and unless a child's needs are met in those early years, and met adequately and imaginatively — the capacity of that child to achieve the potential that he was born with may be permanently damaged.

Bloom (1964) writes " . . . in terms of intelligence measured at age 17, about 50% of the development takes place between conception and age 4, about 30% between ages 4 and 8, and about 20% between 8 and 17." Therefore, it is of utmost importance that those first years of a child's life contain the elements which will promote the maximum development of this major proportion of the variance in his ultimate adult intelligence.

Bruner (1970) cites numerous studies (e.g., Douvan, 1956; Greenfield, 1969; Hess, 1969; Lott and Lott, 1963; Mussen, Urbano and Bouterline-Young, 1961) supporting "critical emotional, linguistic, and cognitive patterns associated with social background already present at age three." The environment and kind of stimulation and interaction with adults to which a child is exposed in his early years will have a significant impact on who he will become and what he will be capable of in later years.

The child learns through interaction and encounters with his environment, with objects, materials, and persons around him. Through observation, manipulation of objects, interacting, modeling, etc., the child learns to stabilize his perceptions of the world he lives in. How much and how well he learns and the kinds of things he learns, then, depends on what he is exposed to. Day care as a vehicle for child development through early childhood education should have as its goal, then, the providing of the appropriate kinds of experiences, materials, and opportunities for exploration and interaction at appropriate times in order to optimize and facilitate each child's development.

It is generally agreed that the early years in a child's life are critical to his development and that appropriate early childhood education programs can have a positive influence on development (Leeper, et al, 1968; Parker, et al, 1970). There is less agreement on what kind of educational program is appropriate. The Head Start Planned Variation Studies and numerous educational laboratories and universities are involved in trying to answer that question through research and demonstration centers.

There is a continuing controversey concerning the relative effectiveness of four major types of approaches to early childhood education. The Traditional Nursery School Approach, the most pervasive of all the preschool programs, stresses the social and emotional development of the child through free play and organized group activities such as finger play, singing songs, and reading stories. The Perceptual-Motor Approach is best illustrated in the Montessori preschool program which emphasizes self-corrective sensory-motor activities with specially designed materials. The Cognitive Development Approach includes a variety of diverse types of programs, differing both in goals and methods. They share a common emphasis on the development of cognitive skills and abilities, such as understanding and using language, concept formation, association and discrimination, problem-solving, and memory. The amount of structure and teacher vis-a-vis child-directed activity varies among programs. Included in this category would be such programs as the several Piagetian-based programs, some of the less academically-oriented bilingual and bicultural programs, the DARCEE program, the several diagnostic-prescriptive type programs, and the open school approach programs. The final type of approach is the Academic Skills Approach which teaches the preschool child the academic skills which he ordinarily would learn in the first years of school through a program of planned, sequenced, highly-structured activities. The best known of this approach is the Bereiter-Engelmann (Engelmann-Becker) Academic Preschool. There is some overlap in categories, especially in the last two, such that some of the cognitive approaches which stress school readiness skills are more like the academic skills approach than some of the other cognitive approaches which stress child development. The majority of current research is related to the development and evaluation of different types of cognitive and pre-academic and academic skills approaches.

Lasser (1971) stresses that day care programs

cannot be homogeneous in a pluralistic society. There is no single "best" day care system; each day care program should reflect the particular orientation, background, and aspiration of the community of the children in the center. In this way we can maximize the development of each group rather than attempting to equalize the development of all groups in our society.

If child development and early childhood education is to be the primary goal of day care, then there are certain universal characteristics which every day care program should share: the educational program should be developmentally based, that is, the activities and materials which are part of the program should reflect an up-to-date, systematic approach to child development and stimulate the motor (gross and fine), language, cognitive, socioemotional, physiological, perceptual, and neuropsychological development of the children in the center. Stimulus activities and approaches appropriate and related to the facilitation of development should be based on developmental sequences in each of these areas. Since each child develops particular skills and abilities at slightly different rates, a flexible, child-oriented program would be most appropriate. The scheduling of activities should, as much as possible, respect the children's own biological rhythms. There should be, especially in full-day day care centers, sufficient flexibility in the educational program to allow for a distribution of planned small group teacher-directed activities and child-directed exploration of interesting and stimulating materials. At all times, the needs and interests of each child as an individual should direct the type and nature of activity. There should be a high ratio of adults to children so that the individual affective and intellectual needs of each child can be met effectively. There should be mixing of age groups. Cazden, et al (1971) suggest that learning, particularly of language, is enhanced through interaction of different age groups. Critical to development in all areas, the day care center should be a happy, supportive environment in which the children are encouraged to develop a positive self concept.

Day care educational programs should begin at an early age. Most centers accept children from 2 1/2 or 3 to 5 years of age. Caldwell (1970), Keister (1970), and Robinson (1968) have demonstrated that group infant care for children under two years can be a positive experience, and Caldwell reports findings that the forming of multiple attachments of the kind that exist in a nursery do not appear to weaken in any way the single attachment of the child to his mother, so important to his future ability to form meaningful relationships. In Czechoslovakia (Meers, 1971) day care homes for infant care, the alternative to group infant care, were abandoned as a workable system because they found no solution to the problem of child placement during illness of the day care mother; they had difficulty finding good day care mothers; and they were able to exert insufficient control over the daily activities of the child. Similar problems in this country suggest that group infant care with adequate adult-child ratios and sensitive caregivers might be a better alternative than infant homes.

Bruner (1971) warns that the idea of "enrichment" puts the child in the position of a passive consumer, and that to succeed, a program must involve activity at the community level. The involvement of the community in actively solving problems related to the day care center provides motivation to the children to become actively involved in problem-solving activities at the preschool level. He stresses that in order to maximize development in the young child, efforts must begin at an early age and involve the parents.

If day care is to have the impact on human lives which is hoped, it must involve not only provision of day care services. It must be based in the total context of the child and his family's life. This means that, in order to be maximally effective, day care must be coordinated with other human services, in an effort to support the program provided by the day care center. In addition, it must exhibit the flexibility to meet the needs of children and their parents offering options such as half-day care, full-day care, after school care, night care, and infant care.

Day care's first priority should parallel that designated by the White House Conference on Children as their "overriding concern": the provision of comprehensive, family-oriented, child development programs, including health services, day care, and early childhood education. Both within the day care program and as an adjunct to it, health services should include, in addition to maintenance of health within the center, medical and dental checkups and appropriate treatment, innoculations, and screening for visual and auditory acuity. Nutritional services should be provided in the center, so that the children receive, while there, a substantial proportion of the necessary vitamins, minerals, proteins and other nutrients and a variety of types of foods. In addition, some input should be provided for parents about the kinds of foods and preparation of them which will supply the most nutritive food at home. The nutrition of the child is of great importance, since recent research (e.g., Birch, 1970; Ricciuti, 1969) has suggested a relationship between inadequate health and nutritional deficiency and learning problems. The developing brain of the young child, as well as his body, needs proper nourishment in order to develop as they should.

Another critical element in the provision of comprehensive child care services is the provision of

a program, in coordination with day care services, for early recognition, screening, diagnosis, and remediation and intervention of learning disorders and problems in preschool children. There need to be channels for referral of children identified as having learning problems to the appropriate agencies for further diagnosis and provision of suggested intervention and remediation. It is crucial that learning problems be identified early while the child is developing basic skills which he will need later in order to develop more complex skills. Lack of identification of early learning problems will result both in the child's not developing in certain areas as he should, and in all his future development being based on disturbed early development. Intervention at an early age has been shown to alleviate or eliminate future learning problems, particularly functional retardation.

In the evaluation of programs in this and other countries (Meers, 1971), two common elements appeared to be critical: teacher-child ratio and training of day care teachers and workers. It is extremely important to the quality of the educational program that a comprehensive and adequate training program be coordinated with the development of day care services. The training model should provide for on-site, pre-service and on-going in-service training as well as a career development program which will enable personnel to receive further training, sophistication, and experience permitting them to advance the career leadder. There should be input about program development to each center from curriculum specialists and educational consultants, and volunteer manpower should be sought to supplement the staff-child ratio.

The final element important to the provision of quality developmental child care is the planning of a program for summative and formative evaluation of learning in the children. This is absolutely necessary in order to evaluate the effectiveness of the educational program as well as the level of development of skills of each child at periodic intervals in order to direct appropriate teaching strategies. Tests should not be used to obtain scores, but rather to obtain learning profiles of each child's integrities and deficits in order to plan his program. Tests should be of a test-evaluate-teach-retest nature, giving indication of the child's learning style rather than simply of what he does or does not know or can or cannot do. A raise of some number of IQ points, often used in the past in program evaluation, is inadequate as a measure of the effectiveness of a program. The evaluation of a program should be planned in coordination with the goals of the program, and therefore tests should be chosen which will measure what the educational program was designed to accomplish. Goals should be stated in behavioral terms and should be specific and relevant. Evaluation of program must be coordinated with evaluation of training and on-going in-service training programs.

In closing, it has been suggested that the early years of a child's life are very important to his development as a human being. The environment in which a child develops directs his learning.

Children Learn What They Live

If a child lives with criticism, he learns to condemn.

If a child lives with hostility, he learns to fight.

If a child lives with ridicule, he learns to be shy.

If a child lives with shame, he learns to feel guilty.

If a child lives with tolerance, he learns to be patient.

If a child lives with encouragement, he learns confidence.

If a child lives with praise, he learns to appreciate.

If a child lives with fairness, he learns justice.

If a child lives with security, he learns to have faith.

If a child lives with approval, he learns to like himself.

If a child lives with acceptance and friendship, he learns to find love in the world.

Dorothy Law Nolte

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Freeing Mothers to Work

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Task Force on Child Care
National Organization for Women

The National Organization for Women is committed to working for universally available, publicly supported, developmental child care and we have worked actively during our five years of existence to raise national consciousness on this issue. Because NOW is a recognized feminist organization, we have heard certain arguments against a national commitment to comprehensive child care services with more frequency than many of you. These redundant arguments boil down to this — women shouldn't have children if they're not going to stay home and take care of them. Child-rearing is the responsibility of the mother.

When you hear this said as often as I have — not only from our legislators but from men and women in the audiences of community groups where I speak — you begin to acquire a very dim view of how far we have come as advocates for developmental child care available to all. The working woman, although she now constitutes 43 percent of the work force, is still looked upon as the exception not the rule. The working mother — and there are now nearly 12 million working mothers in the labor force — is still very much penalized for leaving her "proper place". The penalties include low-paying jobs and a lack of available adequate child care services.

Most of the working mothers in this country do in fact have to work. One out of every ten households in America is now headed by a woman who is the sole breadwinner. But, in spite of the economic needs of the working mother which force her to leave her "proper place" in the home, the rewards are meager. In the 1968 study *Child Care and Working Mothers* published by the Child Welfare League, Dr. Florence Ruderman reported: "Mothers' earnings typically are small (rarely even $3,000), and the relationship of occupation and income to earnings, powerful among men, is attenuated, largely because of the low level of jobs held and because of the intermittent and part-time character of most mothers' work."

Sociologist Cynthia Fuchs Epstein explains this phenomenon in her recent book *Woman's Place*. "Women are inexorably seen in relation to their child-bearing functions and child-rearing tasks. . . The attitudes connected with the child-bearing function are those most commonly evoked in the discussion of women and work. These are often used as rationalization and justification for the status quo. What is, is regarded as necessary, natural and just, and the effort to seek alternative solutions is thereby undermined."

The alternative solution to this rigid concept of woman's place that has been most seriously undermined in this country is that society should share in the responsibility of child rearing. At only one time in our history have we seriously addressed ourselves to publicly supported care for preschool children. That, of course, was during World War II when working women were prized in the labor force. Overnight this country found the dollars and the means to provide child care services for 1,600,000 children when their mothers worked. With the war over and the men back home, these centers disappeared with similar speed. Today, while more than 5 million preschool children have working mothers, there are day care centers and homes for only 640,000 of them. The high relationship between a negative attitude toward women who work and an unwillingness to see day care as a high priority are exhaustively documented in Dr. Ruderman's study.

Next week Congress will be voting on a bill to provide "every child with a fair and full opportunity to reach his full potential by establishing and expanding comprehensive child development programs". If passed, we could finally begin to make quality developmental child care services a reality in the country. If passed, this country will have made its first real commitment to accepting society's share of the responsibility for the rearing of all children. But, the reaction against the bill is frightening in its intensity. In heated debate on the House floor one Congressman declared that such a bill "insults motherhood and, if passed, will destroy the home. If this bill is approved the House will be going on record as saying that mothers do not know what is best for their children." We are playing ostrich if we do not face this argument honestly and deal with it.

Susan Edmiston in an article on *The Psychology of Day Care* points to the underlying assumption surrounding much of the current interest — "taken to its logical conclusion it is saying that no mother or family, no matter how loving, well-educated or economically fortunate, is capable of child-rearing; even under the best conditions, the nursery school or day care center can do a better job". That is precisely the framework in which I work as an advocate for child care. I do not deny the special needs of children who are mentally retarded, emotionally-disturbed, or pnysically handicapped. Any system of comprehensive developmental care must provide for these special needs. But I do deny that the economically disadvantaged child needs quality developmental care more than the middle or upper-income child. Economics should only enter into the question of who should pay for such services and how much. Free care should be available to the

economically-disadvantaged and sliding fees should then be reasonably based on total family income. I also deny that the child of a working mother needs quality developmental care more than the child whose mother spends most of her time at home. The conditions created by a mother's absence should merely indicate that developmental child care centers will have to remain flexible in order to accommodate children who must spend varied amounts of time in the center — some children as long as the working day (or night) of the parent, some as long as the classroom time of the parent, some for only a few hours of the day on only a few days of the week.

The state of the research on the developmental needs of all children is not complete. But with what we know now about the importance of early childhood experiences we cannot deny to any children the opportunity to develop their full potential. Everytime we set a priority based on some "special need" outside of the child — whether it be economic or based on the assumed failure of the mother to stay in her "proper place" — we are saying that only some children not all children will receive these benefits.

The case I am making for universally-available developmental child care is not unique to the feminist perspective. Bruno Bettelheim says: "I feel it is too narrow to think of day care centers merely as facilities for mothers who have to work or as therapeutic centers for underprivileged children. Day care centers can do a vital job for all mothers and all children, if they are *recognized* as necessary. They *are* necessary because they can serve needs of children that no mother can meet as well, regardless of her status." Our society by shutting women off from the mainstream of American life and by isolating them to a place in the home have created for those women who could afford to stay home an unrealistic burden.

Elizabeth Janeway points out that the suburban life style aspired to by many Americans is very similar to the situation described by Moynihan in his report on *The Negro Family*. Moynihan described the fatherless families of the black ghettos cut off from the mainstream of economic life and different in structure from social norms. If we look at Suburbia, Janeway suggests "we can see that middle-class "normative" families, fleeing the cities and its threats, have converted themselves unwittingly into the same sort of family-with-an-absent-father that was reckoned as highly disruptive of social structure when it occurred in the slums — the day-long absence of the husband and father and the isolation of children and mother in a purely residential area raised the barrier between generations higher because the world of work became utterly invisible and its imperatives incomprehensible."

Today there is a social stigma attached to day care centers. It is primarily caused, as I have been pointing out, by our cherished but misguided belief that mothers must assume full responsibility for child-rearing. Based on this belief, every mother who uses a center is admitting she has somehow failed in her principal, natural role. In planning for day care we generally accept this concept and plan for special children whose mothers are failing them and us. We begrudgingly make money available to care for misfits.

Dr. Ruderman, in viewing day care as it exists today, raises the question "whether, by creating a racially, economically, and culturally segregated service, this orientation does not in fact cheat *all* children, even those it presumably means to serve." She suggests that such segregation may in fact intensify the problems of the children by further isolating them from normal experiences and associations with children from normal homes and diverse social backgrounds.

A further argument for universally-available child care services is also presented by Dr. Ruderman:

> "Not only in day care, but in social services generally, programs or facilities aimed at the socially and economically dependent, incompetent and helpless tend to become "dumping grounds" in the eyes of the community . . . The best assurance of quality in a social service exists when it serves all of the community . . . The best evidence that a service has achieved a generally acceptable professional level is that it is widely used by the middle and upper classes and by normal, responsible families. A more aware, critical, and even demanding clientele raises the status of a service, attracts more competent and more highly trained personnel, and leads to a broadening and enriching of the program."

As Dr. Braga has pointed out the years between infancy and five are the most critical for the total development of the child's full potential. We realized long ago in this country that educating children was too complex a job to be handled by individual families alone. We must realize today that the awesome responsibility for child development from infancy to five is even more complex and as such is far beyond the ability of individuals or individual families to provide.

At this conference we are being asked to give direction to the Governor as he plans for the future of day care in Illinois and to determine a system of priorities as to who will receive the benefits of limited day care dollars. I urge that we direct the Governor to bring Illinois into the 20th Century. We must discard the archaic concept of woman's place that is keeping society from accepting a responsibility for children that is long overdue.

Our charge to Governor Ogilvie should be to create a system of child enrichment centers throughout Illinois available to all who wish to use them.

Such centers should be created solely for the benefit of children. Bettelheim insists that "to do their job well, child care centers need to be equipped only with things for children . . . A child feels much better about himself and the world, if he spends part of the day in a planned setting that exists only for him . . . In fact, a great deal of children's resentment toward school in general arises from their feelings that schools are not created for them. Today too many schools exist not to educate children for their own good, but because society needs a scientist or a mathematician."

Let us create child enrichment centers for children that avoid the problems of the public school system. No one program is right for all children. A rigid monolithic structure that the child is forced to adapt to must be avoided.

Let us guarantee an active role for parents in the creation and operation of the centers. The professionals have as much to learn from parents about children as parents can learn from the professionals.

Let us try to give our children a chance to grow up free of racial, ethnic, cultural and economic bias. Let us also avoid the dangers of sex-role stereotyping. Child-rearing is not only *not* the total responsibility of mothers, it is not the total responsibility of women. Both men and children have much to gain from daily contact with one another. We are learning more and more about the problems created by isolating children too long in a "feminine" environment. Male teachers and fathers must assume an equal role in developing the full potential of children.

What I am asking for exists nowhere in this country at this time. I am asking that this conference take a step toward the unknown. If Governor Ogilvie acts on a mandate from us and sets Illinois on the path of providing developmental child care for all children, he will be a true pioneer. He will have to shift the cumbersome machinery of state government and the rigid thinking patterns of the state legislators away from day care as a limited service for the poor and inadequate. He and they will have to begin to see day care as one part of a new state program designed to bring early childhood education and developmental services to all the children of Illinois. This is the mandate I urge this workshop to make.

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Day Care and Welfare Dependency

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We have been asked to consider whether or not an objective of day care should be to help reduce welfare dependency. My response is that such an objective is neither desirable nor feasible. To approach day care from the standpoint of trying to decrease the welfare rolls is to confuse two very separate issues. In my opinion this confusion could have disastrous results.

The intent of the 1967 Social Security Amendments creating the Work Incentive Program was to require welfare mothers to participate in work training programs and in the labor market. In the proposed Family Assistance Program, as set forth in H.R. 1, this requirement is even more stringent. Provisions for child care payments and services are included in these programs. I will not dwell upon their compulsory features but will simply state that I think it is both morally wrong and impractical to deny welfare mothers the choice of working or staying home to rear their children. Use of day care to reduce welfare dependency could lead to mass day care programs of dubious quality that mothers would be expected, if not pressured, to use simply because the facilities have been brought into existence. Day care must continue to be a consumer-oriented service with the needs of the children and their families its primary concern.

Regardless of one's beliefs about the desirability of trying to reduce welfare dependency through the provision of day care, research to date indicates that this is not a feasible goal. Studies of welfare mothers suggest that the provision of day care services alone would have but a limited impact on welfare dependency. For example, recent studies estimate that approximately half of the mothers on welfare are potentially employable as measured by such factors as age, level of education and recent work history. However, this proportion of employable mothers is reduced by the presence of employment barriers, that is, conditions which could prevent the mother from even applying for a job. Lack of child care is only one of these barriers. Others include health problems of the mother, awareness of the poor labor market, presence of very young children in the home, and personality problems of the mother such as low self-esteem and feelings of alienation. Thus, although child care ranks with poor health as one of the major reasons mothers drop out of job training and employment, research data indicate that lack of adequate child care is only one factor involved in the complicated equation of the employability of welfare mothers.

A study by Leonard Hausman demonstrated that the employability of AFDC mothers is also influenced by the "welfare tax rate", which was defined as the rate at which assistance benefits to a family decline as its earned income increases. A 100 percent tax rate means that all of a mother's earnings are deducted from her welfare grant, thus allowing for no work related expenses. Under high welfare tax rates, AFDC mothers may be better off financially on welfare without trying to work in the low paid, marginal job market open to them. If Hausman is correct, the number of welfare mothers in the labor force could be increased by reducing the welfare tax rate and by providing supportive services such as child care. This would probably increase the welfare rolls, as more low wage-earning mothers would be eligible for supplementary public assistance, although reduction in total payments may be achieved. The provision of child care might alone negate this saving, however, particularly in view of the current estimate of over $2,000 per year per child for quality day care.

Additional data on employable AFDC mothers are provided by a study on the Work Incentive Program (WIN) carried out by schools of social work at the University of Chicago, the University of Michigan and Case Western Reserve University. WIN programs in Chicago, Detroit and Cleveland were studied. WIN is a work training program sponsored by the Department of Labor in collaboration with the Department of Health, Education, and Welfare. Its goal is the job placement of AFDC recipients. WIN provides educational and job training programs; the welfare department provides supportive services such as child care.

The 318 AFDC mothers in our sample were predominately black. Most had some high school education. They had been on welfare for an average of three to four years. Almost 90 percent of these women had been employed at some time, 58 percent within the last two years. Their jobs had been the low skilled, low paying ones typical of those available to welfare mothers nationally. The majority of these mothers had entered WIN in order to upgrade their skills to obtain better paying jobs. It is too early to tell how well they will succeed since most of them are still in the program after eight to ten months. If we can judge these mothers by national statistics on female WIN enrollees, only 18 percent of them will get jobs after completing WIN, and they will earn an average of $2.00 per hour. Since the mothers in our sample had an average of two children requiring child care — some had as many as six or seven children needing care — the provision of quality day care would cost as much as these mothers could expect to earn.

Of course, less expensive child care could be used and, in fact, was used by our sample of mothers in WIN, but perhaps with a sacrifice in quality. Virtually all of the teenage children took care of themselves outside of school hours while their mothers were away. Twelve percent of the children twelve years and younger, even some of preschool age, also took care of themselves. In addition, another 12 percent of these younger children were cared for by siblings who, unfortunately, were sometimes also under thirteen years of age. Other specified arrangements used for these preschool and young school age children were cared for by the child's father, 5 percent; by another relative, 19 percent; by a friend, neighbor or sitter, 31 percent; and in day care centers, nursery schools and Headstart programs, 8 percent. Only 13 percent of all the arrangements used involved licensed caretakers or facilities.

Providing child care, however, is no guarantee that women will participate in work training programs or in the labor market. Women participate, at some cost to themselves and their children, because they want to work. Yet problems with child care, in the presence of other unfavorable conditions, may tip the balance in favor of precluding or terminating a mother's WIN or work career. For example, mothers in our sample who dropped out of WIN were just as satisfied with their child care arrangements as mothers who continued in the program, but the dropouts were more likely to prefer staying at home with their children. A number of the mothers still participating in WIN have had arrangements break down but have found others in order to continue their participation. It is evident that some of these women who prefer to work are content with less than what is generally considered acceptable child care. In fact, it could be argued that to leave young children alone to care for themselves and each other does not constitute child care at all. Thus, it seems that a major impact that the provision of day care services could have on the welfare population would be the substitution of quality care for some of the problematic arrangements that would otherwise be used.

Although day care is not the answer to reducing welfare dependency, there is a need for publicly supported facilities and services for mothers who want to get job training and work. An incidental effect of this may be to help some mothers get off welfare.

Our findings indicate that a wide array of child care services are needed for both in-home and out-of-home care. With reference to informal care, methods need to be devised to help mothers find and utilize suitable caretakers. This includes providing adequate child care payments, developing and training pools of caretakers, and matchmaking services to put mothers in contact with qualified caretakers. Regarding formal care, more licensed family and group day care homes should be developed. There is particular need for comprehensive, educationally oriented, child care centers designed to meet the child care requirements of the whole family. Such centers would provide not only programs for preschool age children but before-and-after school and summer programs for older children. Features such as flexible and extended hours, the provision of two or even three hot meals, the development and maintenance of a roster of home care aides in case of illness and emergencies, should be included if maximum utilization is to be obtained. The inconvenience inherent in the use of traditional day care centers would diminish if the need for multiple arrangements per child or per family is eliminated.

While I believe that mothers should have maximum autonomy in deciding about the care of their children, including the right to stay home with them, our study indicates the need for educational counseling for mothers who choose to work. Mothers need to be apprised of available child care alternatives and encouraged to consider carefully their plans from the standpoint of the individual children's needs as well as from needs of the entire family. After plans have been made, supportive services should be given to help mothers maintain these arrangements. For example, payment schedules should be adequate to encourage high quality care.

In summary, while I do not believe that day care can have as a realistic and morally defensible objective attempting to reduce welfare rolls, day care has the potential of providing a valuable service for welfare and other low income working mothers and their children. The probability of this potential being realized will be greater if day care services are geared to meet the needs of the mothers and to provide high quality care for the children. This, rather than attempting to reduce welfare dependency, should be an objective of day care.

Long-Term Planning and Coordination

Carolyn Chapman, Moderator
Illinois 4-C Committee

William McClinton, Recorder
Dept. of Children & Family Services

Mrs. Jan Otwell, Child Welfare Chairman, League of Women Voters, opened the discussion by commenting on the role of long-term planning and coordination in the development of a statewide day care program. Using the analogy of building blocks, she noted that the strength of the whole structure will ultimately depend on the careful placement of its components which she termed: instruction, construction, implementation, supplementation, beautification, simplication, legislation and coordination.

Thomas Villiger, Administrator, Office of Planning and Community Development, Department of Children and Family Services, discussed the interest of his department in developing a clearer definition of the role they can play in long-term planning and coordination. The task of the workshop, he continued, should be to determine where the planning and coordination functions are needed and to suggest the most effective method or approach to their implementation.

As the discussion proceeded, it became clear that the primary concern of the participants was the problem of coordination. While the need for long-term planning was acknowledged, it was felt that unless an effective degree of coordination was achieved first little systematic planning could be done. It was suggested that coordination of day care implies the efficient use of resources, the reduction or elimination of duplication of effort and the coverage of unmet needs. On a functional level this would require a high degree of interagency cooperation so that the resources and services of such departments as Public Health, Mental Health, Public Aid and Children and Family Services could be utilized most efficiently.

The need for such coordination was emphasized by reference to the current problem of development of adequate staff and staff training programs in child care. Two immediate sources of potential manpower were suggested by participants: (1) qualified teachers who are unemployed at the present time and (2) eligible community residents and parents. In the case of teachers, it was noted that the newly organized placement bureau of the Office of the Superintendent of Public Instruction has already committed itself to this task. They are awaiting the development of training programs to which they can recommend certified but unplaced teachers for additional training in early childhood education. They are also developing, through their certification boards, standards for these personnel, however, they require direction from the Department of Children and Family Services in terms of their needs for certified support staff. It was also noted that training programs for para-professionals must be geared to the development of responsible career positions with a future both for the benefit of the individual and the day care program.

A broader question affecting both planning and coordination involved the difficulty of determining both fairly and accurately the day care needs of particular communities. Can a single community coordinating agency reflect the wide range of needs and aspirations as seen by that community? Or is it possible to say the needs of the children are far greater than the differences of their parents? It was pointed out as an example that there are about 110,000 ADC recipients in Cook County, not all of whom need or want day care, yet CCDPA has difficulty finding slots in licensed day care operations for those that do. And of this number, two-thirds select private day care arrangements as opposed to agency sponsored. The traditional agency approach to child care does not appear to attract these parents — they seek more flexible or more accommodating arrangements. It was suggested that some agency, preferably The Illinois Institute for Social Policy, should undertake a consumer report on day care needs. Since day care is a purchased commodity, it seems essential to determine more precisely what the consumer-parent preferences are.

It was the opinion of the participants that responsibility for planning and coordination of day care services had clearly been given to the Department of Children and Family Services through HB 2028 which mandates the Department to do the following:

- Coordinate all day care activities for children of the State to insure effective statewide planning, development and utilization of resources.
- Recommend State policy on optimum use of private and public, local, state and federal day care resources to reduce dependency and to provide enrichment and stimulation to the education of young children.
- Stimulate development of public and private day

care resources at the local level and assure full utilization of available funds.

— Involve existing non-governmental agencies or associations in day care planning.

— Develop a comprehensive day care plan for the State which identifies high priority areas and groups, relates them to available resources, and suggests effective ways to use existing day care services.

— Evaluate development of day care services on a yearly basis and provide cost-benefit analysis of various day care arrangements.

In order to accomplish these tasks, it was suggested that Children and Family Services consider the creation of a new Division of Early Childhood Education which would be directly responsible for the coordination and administration of the various program elements such as staff development, curriculum development, and licensing standards.

Considerable interest was also expressed in the 4-C concept and it was recommended that Children and Family Services take a more active role in its development. The 4-C mechanism, it was felt, would allow for broad-based interaction and participation at all levels in addition to functioning as a coordinating agent.

As a result of their discussions, the group concurred on the following specific recommendations:

1. The Department of Children and Family Services should be held responsible for carrying out its legislative mandate and for providing necessary funds and resources to do so effectively. To accomplish this, a new Division of Early Childhood Development under DCFS is recommended. This new division would:

   A. establish aggressive community education programs to broaden citizen understanding of the value of early childhood education and its importance in the detection and/or prevention of learning disabilities in children;

   B. coordinate all child care services throughout the State;

   C. coordinate health and special education services;

   D. develop curriculum in the field of early childhood education in conjunction with the Office of the Superintendent of Public Instruction;

   E. administer accreditation and certification;

   F. provide regional consultation service and in-service training programs and workshops; and

   G. provide aggressive outreach into the community using management assistants to take technical assistance to the centers.

2. A Child Advocacy Program should be established with the following objectives:

   A. wide dissemination of long range plans under consideration, especially to day care centers and community organizations;

   B. development of day care assemblies involving wide representation from centers, parents and involved persons to insure that they have a voice.

   C. encourage uniform standards throughout the State through the Department of Children and Family Services who should have the power of enforcement in those areas where licensing regulations or standards seem arbitrary and capricious.

3. The promotion of the 4-C concept, i.e., joint policy planning which relates local level coordination to state level coordination.

4. Staff training should be an on-going part of long range planning, using community residents as much as possible for responsible positions.

1971 Day Care Reference Data

Illinois Department
of
Children and Family Services

This material was prepared to correspond with the statistical presentations in the Department's 1970 Annual Report, *Day Care for Children in Illinois.*

The data on day care centers includes only those licensed or approved by the Department of Children and Family Services. The tables concerning capacity do not include 18 pending centers for which capacity was not yet determined. Two additional centers are operated by the Department and have a capacity of 200.

In the year from October, 1970 to October, 1971, centers increased 4% in number and 8% in capacity; average capacity went from 36 to 37 and downstate total capacity jumped 10% as against 6% for Cook County. Of the 58 new centers, 51 were agency-operated. Day care homes increased 33% in number and 38% in total capacity.

LICENSED OR APPROVED DAY CARE CENTERS, FISCAL YEARS 1966-71

Fiscal Year	July 1	New	Total	Withdrawn	June 30
1965-66	847	414	1,261	229	1,032
1966-67	1,032	414	1,446	256	1,190
1967-68	1,190	486	1,676	306	1,370
1968-69	1,370	521	1,891	361	1,530
1969-70	1,530	504	2,034	429	1,605
1970-71	1,605	569	2,174	495	1,679

LICENSED OR APPROVED DAY CARE HOMES, FISCAL YEARS 1966-71

Fiscal Year	July 1	New	Total	Withdrawn	June 30
1965-66	1,016	655	1,671	422	1,249
1966-67	1,249	747	1,996	485	1,511
1967-68	1,511	762	2,273	522	1,751
1968-69	1,751	923	2,674	646	2,028
1969-70	2,028	1,278	3,306	798	2,508
1970-71	2,508	1,421	3,929	559	3,370

DAY CARE CENTERS, COOK COUNTY AND DOWNSTATE OCTOBER, 1971

Type	Cook County		Downstate		Total	
	Number	Capacity	Number	Capacity	Number	Capacity
OSPI-DPA	4	175	14	548	18	723
Headstart						
Summer	13	591	97	3,197	110	3,788
Year Round	38	1,377	62	1,873	100	3,250
All Other	597	27,165	859	27,886	1,456	55,051
Child Care Centers	246	12,915	336	12,247	582	25,162
Nursery Schools	260	10,385	393	11,212	653	21,597
Handicapped	70	3,180	92	3,542	162	6,722
Play Group	20	655	37	860	57	1,515
Other	1	30	1	25	2	55
TOTAL	652	29,308	1,032	33,504	1,684	62,812

DAY CARE CENTERS IN ILLINOIS, BY TYPE AND SPONSORSHIP, OCTOBER, 1971

	Total State			Agency			Owner		
	No.	Cap.	Avg. Cap.	No.	Cap.	Avg. Cap.	No.	Cap.	Avg. Cap.
Child Care Center	600	25,885	43.1	302	13,642	45.2	298	12,243	41.1
Nursery School	617	20,325	32.9	391	13,804	35.3	226	6,521	28.9
Kindergarten	36	1,272	35.3	24	905	37.7	12	367	30.6
Play Group	57	1,515	26.6	34	1,031	30.3	23	484	21.0
Handicapped	23	555	24.1	19	449	23.6	4	106	26.5
Mentally Retarded	139	6,167	44.4	133	5,867	44.1	6	300	50.0
Year Round H'start	100	3,250	32.5	100	3,250	32.5	–	–	–
Summer Headstart	110	3,788	34.4	110	3,788	34.4	–	–	–
Other	2	55	27.5	2	55	27.5	–	–	–
TOTAL	1,684	62,812	37.3	1,115	42,791	38.4	569	20,021	35.2

ADC COMBINED CASELOAD
FISCAL YEAR 1971

FY '71	Families Caseload	Families		Number of Persons	Number of Children
		Cook	Downstate		
June '71	150,335	107,362	42,973	606,886	445,992
May	144,413	102,006	42,407	590,981	435,417
April	141,050	98,106	42,944	576,147	424,809
March	135,415	93,212	42,203	569,453	421,235
February	128,063	87,755	40,308	534,531	397,381
January	123,523	85,480	38,043	506,800	378,388
December '70	117,495	80,676	36,819	483,615	362,792
November	110,971	77,768	33,203	459,471	346,674
October	108,431	76,334	32,097	450,137	340,272
September	105,145	74,353	30,792	437,951	331,811
August	102,048	72,349	29,699	426,780	323,844
July	98,835	70,330	28,502	415,003	315,789
Percent	100.0	70.0	30.0	100.0	74.7

	Caseload	Children	Persons
June '71	150,335	445,992	606,886
June '70	96,183	309,497	405,891
Increase	54,152	136,495	200,995
+	56.3%	44.1%	49.5%

ADC Case Breakdown June '71		
State	150,335	100%
Cook	107,362	71.4%
D.S.	42,973	28.6%

MONTHLY AVERAGE DPA CHILD CARE CASES
FISCAL YEAR 1971

	Total	Percent	Employment	Percent	Education or Training	Percent
State Total	10,000	100.0	6,925	100.0	3,075	100.0
Cook	6,330	63.3	4,525	65.3	1,805	58.7
Downstate	3,670	36.7	2,400	34.7	1,270	41.3
Percent	100.0%		69.3%		30.7%	

DPA CHILD CARE ALLOWANCES
FISCAL YEAR 1971

	Total	Percent	Employment	Percent	Education or Training	Percent
State Total	$8,437,975	100.0%	$6,082,220	100.0%	$2,355,755	100.0%
Cook	5,900,512	69.9%	4,334,882	71.3%	1,565,630	66.4%
Downstate	2,537,463	30.1%	1,747,338	28.7%	790,125	33.6%
Percent	100.0%		72.1%		27.9%	

NUMBER AND CAPACITY OF DAY CARE CENTERS, BY COUNTY, ILLINOIS
OCTOBER, 1971

COUNTY	TOTAL		CHILD CARE CENTERS		NURSERY SCHOOLS		PLAY GROUP		HANDICAPPED		HEADSTART (Year Round)		HEADSTART (Summer)		OTHER	
	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.
Adams	18	577	5	217	8	200	1	20	4	140	–	–	–	–	–	–
Alexander	2	95	1	70	1	25	–	–	–	–	–	–	–	–	–	–
Bond	4	67	–	–	3	50	–	–	–	–	1	17	–	–	–	–
Boone	2	60	1	35	–	–	–	–	1	25	–	–	–	–	–	–
Brown	1	25	1	25	–	–	–	–	–	–	–	–	–	–	–	–
Bureau	9	225	–	–	2	35	–	–	1	30	–	–	6	160	–	–
Calhoun	1	15	–	–	–	–	–	–	–	–	–	–	1	15	–	–
Carroll	2	36	–	–	2	36	–	–	–	–	–	–	–	–	–	–
Cass	2	31	–	–	2	31	–	–	–	–	–	–	–	–	–	–
Champaign	42	1,559	19	706	13	495	5	182	2	80	3	96	–	–	–	–
Christian	6	170	–	–	2	35	–	–	1	30	–	–	3	105	–	–
Clark	1	20	–	–	1	20	–	–	–	–	–	–	–	–	–	–
Clay	2	62	1	17	–	–	–	–	–	–	–	–	1	45	–	–
Clinton	3	104	2	74	–	–	–	–	1	30	–	–	–	–	–	–
Coles	11	289	7	189	3	70	–	–	1	30	–	–	–	–	–	–
Cook	652	29,308	250	13,090	260	10,385	20	655	70	3180	38	1377	13	591	1	30
Crawford	2	75	1	50	1	25	–	–	–	–	–	–	–	–	–	–
Cumberland	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
DeKalb	16	454	5	183	5	126	1	12	5	133	–	–	–	–	–	–
DeWitt	2	40	2	40	–	–	–	–	–	–	–	–	–	–	–	–
Douglas	6	91	2	31	4	60	–	–	–	–	–	–	–	–	–	–
DuPage	92	3,098	28	1,175	50	1,541	4	100	9	272	1	10	–	–	–	–
Edgar	2	38	–	–	1	20	1	18	–	–	–	–	–	–	–	–
Edwards	1	30	–	–	–	–	–	–	–	–	–	–	1	30	–	–
Effingham	5	100	1	25	1	16	–	–	1	20	–	–	2	39	–	–
Fayette	4	80	2	35	–	–	–	–	–	–	–	–	2	45	–	–
Ford	1	25	–	–	1	25	–	–	–	–	–	–	–	–	–	–
Franklin	4	84	3	64	–	–	–	–	1	20	–	–	–	–	–	–
Fulton	5	70	–	–	4	60	1	10	–	–	–	–	–	–	–	–
Gallatin	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Greene	3	45	–	–	–	–	–	–	–	–	–	–	3	45	–	–
Grundy	3	95	–	–	2	75	–	–	1	20	–	–	–	–	–	–
Hamilton	1	30	–	–	–	–	–	–	–	–	–	–	1	30	–	–
Hancock	5	90	1	10	3	55	–	–	1	25	–	–	–	–	–	–
Hardin	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

NUMBER AND CAPACITY OF DAY CARE CENTERS, BY COUNTY, ILLINOIS
OCTOBER, 1971

(Continued)

COUNTY	TOTAL		CHILD CARE CENTERS		NURSERY SCHOOLS		PLAY GROUP		HANDICAPPED		HEADSTART (Year Round)		HEADSTART (Summer)		OTHER	
	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.
Henderson	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Henry	5	105	2	35	2	40	–	–	1	30	–	–	–	–	–	–
Iroquois	2	80	1	25	–	–	–	–	1	55	–	–	–	–	–	–
Jackson	15	543	8	312	4	151	–	–	1	10	2	70	–	–	–	–
Jasper	1	23	1	23	–	–	–	–	–	–	–	–	–	–	–	–
Jefferson	6	134	3	80	2	45	–	–	1	9	–	–	–	–	–	–
Jersey	4	135	–	–	1	30	–	–	1	15	–	–	2	90	–	–
Jo Daviess	4	75	–	–	1	20	–	–	1	25	2	30	–	–	–	–
Johnson	5	75	–	–	1	15	–	–	–	–	–	–	4	60	–	–
Kane	37	1,263	14	601	9	288	3	56	6	157	4	136	–	–	1	25
Kankakee	22	601	11	324	5	132	1	9	2	36	3	100	–	–	–	–
Kendall	2	75	–	–	2	75	–	–	–	–	–	–	–	–	–	–
Knox	15	415	4	110	10	275	–	–	1	30	–	–	–	–	–	–
Lake	68	2,618	23	782	30	1,220	5	122	3	195	7	299	–	–	–	–
LaSalle	15	347	1	30	8	131	1	30	4	126	–	–	1	30	–	–
Lawrence	3	56	2	26	1	30	–	–	–	–	–	–	–	–	–	–
Lee	9	211	3	80	3	47	–	–	1	9	–	–	2	75	–	–
Livingston	2	55	–	–	2	55	–	–	–	–	–	–	–	–	–	–
Logan	4	152	1	20	2	107	–	–	–	–	1	25	–	–	–	–
Macon	22	784	10	402	9	197	2	55	1	130	–	–	–	–	–	–
Macoupin	8	206	2	58	1	9	–	–	1	9	–	–	4	130	–	–
Madison	37	1,116	17	656	15	382	1	26	4	52	–	–	–	–	–	–
Marion	8	185	5	143	1	12	–	–	–	–	2	30	–	–	–	–
Marshall	1	19	–	–	1	19	–	–	–	–	–	–	–	–	–	–
Mason	2	40	1	15	1	25	–	–	–	–	–	–	–	–	–	–
Massac	2	120	–	–	–	–	–	–	–	–	–	–	2	120	–	–
McDonough	2	50	1	25	1	25	–	–	–	–	–	–	–	–	–	–
McHenry	22	881	8	384	7	237	1	20	1	40	–	–	5	200	–	–
McLean	21	618	7	284	10	225	–	–	2	64	1	15	1	30	–	–
Menard	2	50	1	25	1	25	–	–	–	–	–	–	–	–	–	–
Mercer	1	25	–	–	1	25	–	–	–	–	–	–	–	–	–	–
Monroe	1	20	1	20	–	–	–	–	–	–	–	–	–	–	–	–
Montgomery	6	150	–	–	1	15	1	15	–	–	–	–	4	120	–	–
Morgan	8	316	6	246	1	25	–	–	1	45	–	–	–	–	–	–
Moultrie	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

NUMBER AND CAPACITY OF DAY CARE CENTERS, BY COUNTY, ILLINOIS
OCTOBER, 1971

(Continued)

COUNTY	TOTAL		CHILD CARE CENTERS		NURSERY SCHOOLS		PLAY GROUP		HANDICAPPED		HEADSTART (Year Round)		HEADSTART (Summer)		OTHER	
	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.	No.	Cap.
Ogle	13	389	2	76	6	134	–	–	2	74	–	–	3	105	–	–
Peoria	50	1,850	16	573	24	571	2	45	2	380	1	60	5	221	–	–
Perry	2	43	1	28	1	15	–	–	–	–	–	–	–	–	–	–
Piatt	2	30	–	–	–	–	–	–	1	15	–	–	1	15	–	–
Pike	9	225	–	–	2	50	–	–	–	–	–	–	7	175	–	–
Pope	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Pulaski	2	138	–	–	–	–	–	–	–	–	2	138	–	–	–	–
Putnam	1	20	–	–	1	20	–	–	–	–	–	–	–	–	–	–
Randolph	2	65	1	53	1	12	–	–	–	–	–	–	–	–	–	–
Richland	5	78	2	36	2	22	–	–	1	20	–	–	–	–	–	–
Rock Island	25	750	12	385	10	230	–	–	1	70	–	–	2	65	–	–
Saline	5	123	4	97	–	–	1	26	–	–	–	–	–	–	–	–
Sangamon	50	1,644	22	805	22	644	1	25	1	70	4	100	–	–	–	–
Schuyler	1	10	–	–	1	10	–	–	–	–	–	–	–	–	–	–
Scott	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Shelby	6	96	1	10	–	–	–	–	1	10	–	–	4	76	–	–
Stark	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
St. Clair	46	2,005	17	857	15	762	1	17	6	115	7	254	–	–	–	–
Stephenson	7	313	3	180	–	–	1	25	2	93	1	15	–	–	–	–
Tazewell	20	495	2	90	12	180	1	25	1	35	–	–	4	165	–	–
Union	7	159	1	14	1	20	–	–	–	–	–	–	5	125	–	–
Vermilion	29	740	8	290	5	82	1	10	1	55	14	303	–	–	–	–
Wabash	4	155	1	25	2	85	–	–	–	–	–	–	1	45	–	–
Warren	4	131	1	75	2	36	–	–	–	–	1	20	–	–	–	–
Washington	3	31	1	8	1	8	–	–	–	–	1	15	–	–	–	–
Wayne	9	160	2	49	1	11	–	–	2	25	–	–	4	75	–	–
White	6	129	–	–	1	11	–	–	1	11	–	–	4	107	–	–
Whiteside	8	340	1	20	3	70	–	–	2	180	–	–	2	70	–	–
Will	32	1,418	12	482	14	570	–	–	3	256	3	110	–	–	–	–
Williamson	9	181	6	89	1	50	1	12	–	–	1	30	–	–	–	–
Winnebago	54	2,443	19	901	22	717	–	–	3	241	–	–	10	584	–	–
Woodford	1	20	–	–	1	20	–	–	–	–	–	–	–	–	–	–
GRAND TOTAL	1,684	62,812	600	25,885	653	21,597	57	1,515	62	6,722	00	3,250	110	3,788	2	55

NUMBER AND CAPACITY OF DAY CARE HOMES, BY COUNTY, OCTOBER, 1970 AND OCTOBER, 1971

County	Oct. 1970		Oct. 1971		County	Oct. 1970		Oct. 1971	
	No.	Cap.	No.	Cap.		No.	Cap.	No.	Cap.
Adams	52	190	82	325	Lee	7	28	9	33
Alexander	2	4	3	6	Livingston	3	11	9	27
Bond	5	29	11	56	Logan	44	179	44	197
Boone	18	65	21	78	Macon	110	346	146	478
Brown	–	–	–	–	Macoupin	5	23	27	95
Bureau	2	8	2	7	Madison	71	247	65	249
Calhoun	–	–	–	–	Marion	26	116	32	138
Carroll	5	22	11	46	Marshall	3	17	2	15
Cass	5	19	6	21	Mason	11	44	11	42
Champaign	201	600	234	684	Massac	1	3	4	14
Christian	14	45	15	62	McDonough	13	32	5	26
Clark	8	36	13	53	McHenry	32	126	55	237
Clay	8	13	18	81	McLean	53	149	75	199
Clinton	1	2	9	35	Menard	7	30	9	41
Coles	70	261	73	264	Mercer	2	4	3	5
Cook					Monroe	1	3	1	5
Chicago City	342	1123	529	1873	Montgomery	2	2	7	32
Outside	136	371	253	795	Morgan	49	158	74	229
Crawford	6	12	12	34	Moultrie	13	57	18	68
Cumberland	1	5	1	1	Ogle	23	96	21	89
DeKalb	23	90	41	168	Peoria	101	319	105	355
DeWitt	1	6	8	31	Perry	–	–	–	–
Douglas	9	32	7	25	Piatt	6	20	6	18
DuPage	76	251	94	362	Pike	3	15	10	33
Edgar	5	22	6	29	Pope	–	–	–	–
Edwards	1	4	1	4	Pulaski	–	–	1	2
Effingham	7	51	19	76	Putnam	–	–	–	–
Fayette	7	33	10	39	Randolph	14	61	15	74
Ford	4	18	4	20	Richland	18	59	21	68
Franklin	5	19	5	20	Rock Island	109	330	100	337
Fulton	8	24	11	43	Saline	1	2	2	7
Gallatin	–	–	–	–	Sangamon	204	822	255	1087
Greene	3	12	10	28	Schuyler	–	–	1	4
Grundy	8	42	12	62	Scott	3	12	10	18
Hamilton	–	–	–	–	Shelby	8	24	14	42
Hancock	1	6	4	14	Stark	–	–	–	–
Hardin	–	–	–	–	St. Clair	93	273	151	455
Henderson	–	–	–	–	Stephenson	27	105	30	112
Henry	3	8	3	11	Tazewell	29	101	30	99
Iroquois	2	6	2	8	Union	7	23	12	44
Jackson	32	139	75	317	Vermilion	11	34	13	39
Jasper	6	24	10	42	Wabash	1	2	3	7
Jefferson	5	21	7	27	Warren	4	15	5	16
Jersey	2	6	3	24	Washington	1	2	6	24
JoDaviess	3	14	7	28	Wayne	3	18	6	30
Johnson	1	5	4	16	White	1	5	3	18
Kane	79	329	95	370	Whiteside	27	84	24	66
Kankakee	74	245	74	251	Will	80	360	90	400
Kendall	3	14	6	20	Williamson	9	41	15	71
Knox	41	142	41	143	Winnebago	92	294	104	359
Lake	47	190	41	175	Woodford	7	12	10	43
LaSalle	9	36	14	54					
Lawrence	3	9	3	13	**Total**	**2679**	**9307**	**3569**	**12888**

Regulation of Day Care

Richard Friedman , Moderator
Regional Director, USDHEW

Marjorie Stolzenburg, Recorder
Dept. of Children & Family Services

Karen Hapgood of the American Society of Planning Officials presented an overview of the model codes for licensing of day care facilities as developed by six HEW task forces in the areas of legislation, administration, staffing and programing, standards for health and sanitation, fire safety and building codes and zoning. She pointed out that the HEW proposals are still in flux with more input being received and compiled. She referred concerned persons to these models as valuable aids.

June Foster, the Day Care Coordinator for the Champaign Region, Illinois Department of Children and Family Services, then presented some definitions of "regulations" and "day care" and the variations in applying regulations to day care facilities. The historical regulation of private enterprise for the purpose of public protection and the impact of state and federal funding for specific purposes together with national models were reviewed. The effect of increasing local governmental and regulatory agencies was discussed in relation to day care becoming a social, political, educational and economic issue.

Arlene Pierce, Day Care Projects Coordinator for the Mayor's Office of Child Care Services, then reviewed the City of Chicago Code. Ms. Pierce outlined the processing of an application for a city day care center license, and the planning of her office to consider revisions of procedures and standards following research into the possibility of unrealistic and/or stringent existing regulations.

Following the speakers' presentations each person in the workshop was given the opportunity to express the area of concern which had shaped his choice of this particular workshop. The group was varied in background and, therefore, presented a wide range of concerns. Several persons expressed concern with the city licensing regulations, fearing that the "red tape" inhibited the initiation of more centers. Ms. Pierce responded that the city agency was at present exploring the codes and it's implication for proposed centers.

Another important concern expressed in varied forms was the need for placing the emphasis on the good of the child, i.e., do regulations reflect the child's needs? Is present funding being used directly for child development? Two other complimentary areas covered were parent involvement in the developing of standards and the increased need for communications between concerned parents, agencies, and licensing representatives.

The group then synthesized their concerns into six major areas and offered specific recommendations for each.

1. **Red-Tape Syndrome**
   There is need for the coordination of the regulatory functions among the federal, state and local agencies.
   - A. There should be consistency in the regulations and policies of these agencies as they apply to day care centers in order that there shall not be conflicting or overlapping requirements.
   - B. Codes which are outdated and exclusionary should be updated so that they do not impede the development of day care centers. This was in particular reference to zoning and building codes.

2. **Development of Standards**
   - A. There should be objectivity in their development.
   - B. Provision for consistency in their application.
   - C. Flexibility should be possible in meeting special situations through provision of administrative waivers and/or exemptions to avoid paternalism.
   - D. Provisional permits at the developmental stage of a facility should be provided by local authorities as well as the state.

3. **Monitoring — Inspection**
   - A. The concept of state/local duality should not be pre-emptory or exclusionary.
   - B. Resolution of the state/local duality should be accomplished through a working administrative agreement between the governmental units.
   - C. Locally, one city day care agency should assume responsibility for the multiplicity of city departments.
   - D. Linkage between state/city departments for inspection and monitoring should be sought.

E. A revocation procedure should be developed with a formalized consultation procedure established, but including provision for quick revocation when necessary.

F. A better definition of accountability should be agreed upon between the licensing agencies.

4. **The Mechanics of Starting a Day Care Center**

A. The state and city are obligated to take leadership.

B. A clearing house for existing information should be established with:

1. Specific information on funding, program, and staffing.

2. A handbook or manual, updated annually, including a check list for operators' guidance.

C. There should be wide dissemination of the information.

5. **Community Participation**

A. Prior to the development of standards and regulations, consultation from parents, day care center operators and other representatives of the community should be sought.

B. During the operational stage of centers, parent advisory groups should be developed.

C. There should be a clear definition of the relationship between parents advisory groups and agencies.

6. **Future Evaluation of Standards and Regulations**

A. Seek to include those standards offering the broadest growth potential.

B. Use experience, change, and new initiatives to upgrade services.

C. Institute a series of community assemblies including parents, operators, and other community representatives.

New Model Licensing Codes

Karen Hapgood
American Society of Planning Officials

I would like to present for your consideration on overview of the model codes for the licensing of day care facilities as developed by the HEW task forces. As many of you are aware the Office of Child Development in concert with OEO has sponsored during the past year a series of task forces whose task was to create model licensing codes for day care. The development of these codes was based on a study of current licensing practices in all 50 states, which showed rather forcefully that no two states licensed day care facilities in the same manner or with the same standards.

There were six task forces: one for legislation, one for administration, another for staffing and program, another which dealt with standards for health and sanitation, one for fire safety and building codes and finally a task force on zoning which I was privileged to chair. The basic premise for all of the models was that "provision of a minimum floor of protection for the child in care, whether in a family day care home, a group day care home, or a group day care center, reflecting the concern that no one child is worth less than another" was necessary.

The model licensing statute was not earth shaking in its provisions. The proposed statute authorizes the licensing of all day care facilities for one year periods by the Department of Public Welfare or that appropriate state agency whose primary interest and responsibility is comprehensive services to children. In the development of rules and standards for licensing of day care facilities, the Department is directed by the statute to consult with a variety of resources including other appropriate agencies (such as health and education); consumers of day care services, i.e., the parents and guardians of children in day care; representatives of those who operate day care centers; experts in the relevant professional fields; and finally, a citizens advisory committee on day care licensing. To encourage a larger degree of participation and responsibility for the licensing process, the statute provides for this citizens committee on day care licensing which is to be comprised of representatives from day care facilities and from the professional disciplines involved in day care.

The task force on administration dealt with the "gut" issues and problems prevalent in current day care licensing. You are without doubt familiar with many of these problems: lack of accountability by one administrative agency for licensing decisions, lack of coordination among agencies involved in the licensing process, varying regulations for day care licensing within the state — the list goes on and on. Of particular concern to the task force on administration was how to effectively regulate or license family day care homes. Two alternative and innovative methods for regulating family day care homes were proposed:

1. To establish a family day care system whereby a number of family day care homes or satellites operate as part of a system with the responsibility for meeting licensing requirements lodged in a physically nearby day care center or in another appropriate local agency.

2. The use of registration as a method for the regulation of family day care homes. Under this scheme a day care home operator would certify himself as meeting predetermined standards, and it is then up to those who use the service or to the community to indicate non-compliance with the regulations.

The task force on administration recommended that the licensing function occupy a defined unit within the state agency, that the administrative licensing officer be placed at the policy-making level of the agency, and that management responsibilities not be diluted with other non-licensing functions. This would enable the exercise of appropriate regulatory responsibility and ensure accountability for licensing.

The task force on administration echoed the recommendation of the legislative model in its support of an advisory committee on day care licensing composed of wide representation.

It was felt that the cost of day care licensing should be met by public funding, and that licensing fees should not be considered as a primary source of funding to underwrite these costs.

The day care licensing unit is to be responsible for the development and review of day care standards and regulations. In this area of responsibility the licensing unit shall also develop fire, health, and safety regulations in conjunction with those appropriate agencies but the administration of those regulations shall be promulgated by day care licensing staff.

The task force on staffing and program labored at length to produce a model which would be both innovative and adoptable. The task force recognized that day care services could be offered in a variety of administrative settings — an autonomous center with a single director qualified for both management and teaching, a center with shared staffing responsibilities or perhaps a network of centers providing central administrative services and training. In any and all settings the licensing representative needs to be able to identify who has responsibility and authority in the day care facility for program and personnel.

The model for the program and staffing components of licensing recommends a two stage licensing procedure based on the premise that observation of a program is necessary before a full license can be issued. A provisional license would be issued to enable a day care facility to open. A second and full license would be granted after the licensing representative has observed interaction between staff and children, use of space and equipment, and actual performance of schedule and activity plans.

Requirements have been modified or made flexible where necessary to accommodate varying types of day care services. Programs which augment the home and school settings for children aged 6 to 15 will be different from night care or drop-in programs.

Child-staff ratios were designed on a programmatic basis rather than on homogeneous age groupings where possible. Several examples were cited as support for different staffing standards. Cross-age groupings of children present new patterns for learning but the staffing should reflect the age span of children involved and the concentration of ages rather than using the youngest child as a basis for a staff ratio, as is now often the case.

Differing physical plants may influence the staffing of day care facilities. Cut-up interior space in a day care center increases the difficulty of supervising children while more open kinds of space could conceivably permit a lower staff ratio. The hours of operation, non-child caring functions, presence of handicapped children in a program, or a high turnover of children in a facility — all are factors which should affect standards for staffing. The model allows for the preparation and submission of a staff-use plan related to program requirements and special child needs. Such a staff-use plan would be evaluated by the licensing representative on the basis that reasonable provisions are made for developmental needs of children under any special circumstances.

The work of the health and sanitation task force was of great interest to me, probably because as a mother I had encountered many of the health aspects of pre-school and school programs. According to the task force, health regulations presently impede rather than promote comprehensive health care; the requirements that do exist are often anachronistic; and certain kinds of health-related aspects are either totally lacking or are inadequately handled.

The anachronistic aspects of health-related standards for day care programs were effectively dealt with in the model code for health and sanitation. For instance, the current requirement of a physical examination by a physician prior to a child's entry into day care was felt to be unnecessary. The model recommends that a child deemed to be in general good health by appearance and by word of parent should be accepted into a day care program if the program includes a regular source of health consultation and if the parent agrees to participate in the day care health program.

Exclusion or isolation of children who are moderately ill is no longer necessary. Communicable diseases have spread long before the symptoms appear. Epidemic diseases are now controlled with modern immunization practices and do not require isolation. The code recommends that the decision to accept children with symptoms be made by the day care operator and parents with the aid of some form of medical advice.

Physical examinations for adults on day care staff have similar aspects as those for children except health evaluation of adult staff may have protective implications for children. The code provides that the licensing agency review the state of health of all adult staff. A statement of fitness to care for children would be required and a pre-employment physical examination for all adults who work more than half-time would be required for the protection of both children and staff.

Child sized toilets and washbasins are expensive and not like those found in homes — therefore, unnecessary.

The task force on health and sanitation concurred with the recommendation of the staffing and program task force in regard to age-peer grouping patterns. It was felt that good program development and imagination and flexability in utilization of staff would eliminate any problems in cross-age groupings of preschoolers, toddlers and infants.

While not within the regulatory province of health and sanitation standards the task force stressed that space requirements should be based on size and type of group and the locality of the facility rather than in square footage terms. This kind of consideration would have implications for the mental health of children in care.

The task force on health and sanitation also recognized the need to include appropriate regulations for drop-in programs and recommended that this kind of facility provide for continuing health consultation resources.

The code recognized the value of integrating handicapped children into "normal" programs and provided for their special needs by requiring appropriate health advice and in-service training for staff.

In what are otherwise normal or expected regulations on nutrition there is a proviso in the code that cultural and ethnic foods appropriate to the individual program and locality be included in meal planning.

The task force on fire safety and building codes utilized national standards where possible and recommended feasible alternatives where national standards did not apply or where the level

of safety could be obtained in another less expensive way.

Probably the most heartening aspect of this code is the recommendation that the state licensing authority have on its staff a specialist trained in fire safety. The function of this position would be to utilize resources of other state agencies in the expediting of fire safety compliance. The responsibility for coordinating fire safety inspections would thus be lodged in the state licensing agency.

The task force on zoning did not develop a specific code or set of regulations because of the local nature of zoning. What the task force did do was describe performance characteristics of day care facilities — the presumption here being that local zoning boards probably were more ignorant than informed about day care. Based on a description of performance characteristics, the task force on zoning developed recommended zoning criteria.

For instance, the task force made the analogy that performance characteristics of a day care center were similar to those of a small elementary school. Zoning ordinances for the most part tend to permit schools in all zoning districts. The implication then, and the recommendation of the zoning task force, is that day care centers should be permitted in all zones except heavy industrial or other high hazard areas. The task force recognized that if a day care facility was in compliance with state licensing regulations then it should not be the province of the local zoning ordinance to impose additional standards. The day care facility would simply have to comply with the zoning regulations of the district in which it was located. This would require no additional zoning permit.

The HEW proposals are still in a state of flux with more input being received and compiled, and products should be ready for regional meetings sometime in the spring. Having participated in the development of these standards, I was extremely pleased with the broad range and high level of task force capability. I commend these models to you as persons involved in and concerned with the protection and development of children in all Illinois day care programs.

State Regulation of Day Care

June Foster
Community Coordinator Of Day Care Services
Champaign Region, D.C.F.S.

The word *regulate* has four definitions in the big dictionary I checked, and each uses the words *control* and *adjust*. By statute and administrative policy, regulation or licensing of day care controls and adjusts both the establishment and operation of day care facilities. There is provision for adjusting both downward and upward from the control — or Standard — prior to and after issuance of license. "Reasonable compliance" with Standards for issuance of Temporary Permit or license is a "down" adjustment. The "up" adjustment is according to full compliance with Standards or with recommended Standards and consultation.

Defining day care is more difficult. Day care can have as many definitions as there are people in this room. To communicate effectively during this workshop, we should define day care for whom and for what purpose in each discussion.

What does day care mean to you? Custodial or quality — and what are your definitions? Day care which supplements family life or day care which is so comprehensive it supplants family life? Day care as a protective service that treats problems which occurred in the past or as a preventive service that will prevent future social ills? Day care for poor or privileged? Day care by public or private sponsorship? If private sponsorship, is it proprietary or not-for-profit? Each perspective affects the interpretation *you* give to the regulation of day care.

Historically, licensing is the regulation of private enterprise which serves a public purpose. State and federal funding for specific purpose is causing changes as reflected in the formulation of the Federal Interagency Day Care Requirements and the Model statutes.

Last year at HEW's Sixth Great Lakes Regional Licensing Workshop, "Mr. Ed" — the title we gave to Edward T. Weaver when he was our Regional Director in Champaign — gave the keynote address. Some excerpts from his address concisely and accurately conceptualize my experiences of nine years as a licensing representative and supervisor of a day care center licensing staff. They are:

> What is the source of power, the authority, to license, to regulate child care facilities? Does it come from the overriding recognition and acceptance that the "professionals" know best? Does it come from the legislators? Does it come from the facilities which are to be licensed, as a means of limiting competition?
>
> At various periods, in most of the states, one or a combination of the above sources have prevailed. And that is one of the reasons licensing sometimes comes into rough waters, because the "right" and ultimately the only lasting source of power or authority is the people.
>
> To the degree that we fail to interpret, to educate, and to bring along the general using public in support of sound laws and standards, we turn over the power to vested interests — to those who make decisions on issues other than what is the public good as it is reflected in the care of children.

Those comments are representative of the leadership that has made Illinois a leader in the regulation, or licensing, of child care facilities for years. The Child Care Act is considered by some to be one of the three best Statutes in the nation. Two types of day care facilities are defined.

Day care homes are family homes which serve no more than 8 children. They have had little priority with either licensing or funding agencies, but their status is increasing. They are included in the Models, as are Group Day Care Homes, a classification similar to one eliminated in the Child Care Act of 1969.

Day care centers serve 9 or more children, and the children may be grouped in various ways for various purposes. The purpose is important and a statement of purpose is required. (However, the one filed with the Department and that disseminated to .he public do not always agree.) Hours of operation, purpose, and ages served are used to classify day care centers, and the types are defined in the Child Care Act.

The number of children that can be served in both centers and homes, the licensed capacity, is determined by a number of factors including but not limited to: ages of children; number of available, qualified staff; space available indoors and out; adequate equipment and physical facilities. Regulation of program content is more difficult than regulation of physical facilities.

The hours of operation and purpose of centers for handicapped children, federally funded programs, infant and night-time centers vary according to the needs of children served, their families, and criteria for funding. Appropriate standards are applied to each day care service. Users and providers occasionally critically compare compliance with one or more specific standards, because the relationship of each Standard to the total service and current technology is not obvious. Examples include screens for buildings with year round temperature controls and washable floor surfaces in fully carpeted facilities. In program, health and

medical requirements are evaluated and may be modified in accord with a defined plan documented by appropriate health and medical personnel.

Illinois Standards and the Models illustrate vividly that specialized knowledge from many fields is needed in the regulation of day care. Obviously, there must be a network of cooperative working relationships with a large number of public regulatory departments in all levels of government. The alternative is for either a state or national administrative agency to promulgate comprehensive standards which assure necessary safeguards.

Today we are engaged in a *war* on *poverty,* and historically, wars have stimulated the development of day care. Several years ago, James B. Conant, President Emeritus of Harvard, called "culture of poverty" *social dynamite.* The dynamite has exploded and day care is a social, political, and economic issue which must be regulated for the public good.

Licensing is a reasonably well formulated child welfare function with a systematic, preventive focus. Identifiable stages in the licensing process include the Inquiry, or pre-application, stage in which the inquirer defines her purpose and program and secures clearances for all local regulations. The licensing representative interprets Standards and provides assistance and consultation. The legal process begins with filing of Application. Successive stages include: evaluation or study of the plan or program; recommendation for issuance or denial of Temporary Permit or License; supervision to determine that Standards are maintained and, if needed, consultation to achieve full compliance. Consultation to assist licensees "achieve programs of excellence" according to recommended standards and current knowledge is a continuously available mandated service.

We must accept the fact that the authority to regulate is a form of police power. The regulatory staff of all involved agencies, particularly the staff which recommends issuance or denial of license, must be skillful and comfortable in working with authority and policy — both its application and development. They should be competent in reporting information that will be helpful in further developing standards, policy and practice. They should be capable of establishing good community relations. And last — which should be first, they must have and use effectively the authority of knowledge — knowledge of good practice and advanced thinking in care for children.

As Betty Caldwell said in her article *A Timid Giant Grows Bolder,* "Early child care is a powerful instrument for influencing patterns of development and the quality of life for children and adults". We must not become modern day "money changers in the temple" and short-change children and society.

I believe that regulation of child care is vital and will be supported by the people. Career ladders which maximize training and experience for child care workers, sliding fee scales which permit families to pay according to their ability, and available social services are being voluntarily implemented. Such self-regulating measures and periodic review of Standards by all regulatory agencies with input by providers and users should assure acceptable and desirable regulation of day care services.

Licensing in Chicago

Arlene Pierce
Day Care Projects Coordinator
Mayor's Office of Child Care Services

In David Bakan's recent book, *Slaughter of the Innocents,* he traces the history of every aspect of child abuse and infanticide from ancient times to the present. In this documentary exploration, he states "What's needed are large-scale social concerns and acknowledgement that social survival depends on the well-being of children."

Certainly those of us present here this morning are well aware that it was out of America's concern since colonial times that resulted first, in inspection of child care institutions, and ultimately, licensing requirements. Currently, we are aware of the national as well as the local thrust towards achieving more effective day care standards and licensing procedures.

Although there is general concurrence relative to the need of licensing for day care, there are many who share, if I may use the term, "mixed emotions" over the standards and procedures.

In order to avoid any polemics over semantics, I would like to define "day care center" as it is stated in the City of Chicago Municipal Code, Chapter 158, dealing with day care centers. There are two groupings.

Day Care Center — Class I - is hereby defined as any institution or place in which are received three (3) or more children, not of common parentage, apart from their parents or guardian, between the ages of 2 years and 6 years for care during part or all of a day but not later than 9:00 P.M. The term is further construed to include similar units operating under any other name whatsoever with or without stated educational purpose.

This definition does not include "group care home," "group day care," "foster family home," "centers for mentally retarded," licensed by the State of Illinois, bona fide kindergartens or "day nursery schools" established in connection with grade schools supervised or operated by a private or public board of education or approved by the State Department of Public Instruction.

Day Care Center — Class II — is hereby defined as above but offering care for children under 2 years of age. Class II shall also comply with regulations of the Board of Health pertaining to care of infants in institutions.

We are cognizant of the fact that there is a difference in the definition between the City and the Department of Children and Family Services whose legal document is the 1969 Amendment of the Child Care Act.

Currently, two licenses, one from the State and one from the City, are required to operate a day care center in the City of Chicago. Standards for both are for the protection of children and the assurance of care and services conducive to the well-being of those individuals. However, the area of administrative responsibility differs; the State concentrates on programing, the City on facilities. Within the framework of facilities, the inspecting and monitoring tasks include zoning determination of the building and the actual physical plant.

This morning I would like to accomplish two things. First, to review the procedures which are presently being revised by the Mayor's Office of Child Care Services with the License Review Committee serving in an advisory capacity, and second, to relate some of the specifics which are required by the inspection agencies who determine licensing.

When focusing on the licensing procedure here in the Windy City, I am reminded of an old song which contains a lyrical phrase rather appropriate in expressing the sentiments of many licensees . . . "Bewitched, bothered and bewildered ..... " And rightfully so, for the dispersement of the various municipal codes, the multiplicity of the standards and their interpretation created a plague of red tape which was not only undesirable, but unanimously felt to be unnecessary.

In order to get through this maze and eliminate a fraction of the confusion, the present task force procedure was implemented as a start towards providing a "one-stop" process for the issuance of a day care license.

Briefly the steps are as follows. Once it is established that an individual is actually interested in pursuing the day care business and decides he is going to buy, rent, build or remodel a facility, he should seek two immediate resources: (1) the Mayor's Office for Child Care Services and (2) the Department of Children and Family Services.

Mayor's Office of Child Care Services

1. On initial visit to office, applicant presents the blueprint of desired site to City's Architectural Consulant for review. If the print complies with existing codes showing building is adequate for the projected goals, the applicant is advised to retain the services of a registered architect to develop a preliminary print indicating the "plot plan." Applicant also receives written and oral information regarding the municipal codes and the requirements enforced by the monitoring or inspection team.

2. If renovation or additons are necessary, the applicant's architect must apply for a building permit at the City Hall in the Building Department. Four sets of completed architectural construction drawings are required by the Building Department and three copies by the Fire Department. These plans are processed through the Plan Examination Department for signature and approval.

3. The applicant should notify the Mayor's Office of Child Care Services after completion of construction or renovation.

4. The applicant takes a "Letter of Introduction" to the City Collector's Office and submits an application for license.

5. The City Collector's Office forwards copies of the application to:

Chicago Board of Health
Chicago Fire Department
Chicago Building Department
Mayor's Office of Child Care Services

6. Inspection by task force (on-site) is arranged.

7. The three departments of the task force report their disposition of inspection to the City Collector's Office.

8. The license is then issued. However, if any one of the task force group identifies a violation, the license is not granted.

What are some of the concerns of the inspection team that result in a center not receiving a license? Well, let us review quite succinctly the areas monitored by the teams.

Building Department.

1. Occupancy. C-3 schools — Type I and Type IV.
2. Construction Types. This is determined according to the character of materials employed, their method of assembly and the fire resistance which they afford:

Type I — Highest rate of fire resistive construction.
Type II — Non-combustible construction.
Type III — Exterior protected combustion.
Type IV — Combustible.

3. Building Construction.
   a) architectural
   b) electrical
   c) ventilation
   d) heating plant
   e) plumbing

Fire Department.

1. Bureau of Fire Prevention.
   a) heat detectors
   b) exit lights
   c) egress system
   d) hours of resistance
   e) number and location of fire alarm
2. Bureau of Electrical Inspection.

Board of Health

1. Maintenance.
2. Sanitation.

The applicant says the codes are obsolete or outdated, arbitrary and unclear. They attest to nonexistent codes which are being enforced. In many instances, centers are categorized according to classes and types without clear understanding of the implications. There are specific problems with codes covering fire alarms, children's equipment and natural and mechanical ventitlation.

An area of tremendous concern has been the Board of Health's enforcement of the three-compartment sink. Here the Board of Health is making the Municipal Code 130 governing restaurants applicable to day care centers. Many question this interpretation.

In conclusion, in the coordinated efforts of the Mayor's Office of Child Care Services we are concentrating our total resources in updating and improving the licensing regulations and process. This is being done by:

1. providing a standard format for presentation of requirements to applicants,
2. compiling the various licensing codes into a single document with the terminology simplified, yet consistent with legal translation and phrasing,
3. working towards a firmer, cohesive interpretation from inspectors on zoning, fire safety, health and building code requirements,
4. continuing our research efforts in the areas of unrealistic stringency relative to day care facilities and making recommendations for code revisions when deemed necessary,
5. maintaining the centralized control over the licensing process in order to minimize the time element involved in securing a license and to minimize the problems which could impede the rapid expansion of facilities, and
6. establishing stronger liasion between the State and the City inspection or monitoring teams.

Our town, like many others according to recent reports and evaluation documents, will be undertaking a variety of changes in the licensing process. There are many reservations whether it will produce a greater uniformity among states or within states. However, I am quite optimistic that with the present imputs from this office, concerned agencies, and community constituents, the revised comprehensive licensing information and procedures will not enable operators to "succeed in the day care business without really trying," but will certainly help them to be less frustrated, more informed and more efficient.

Costs of Day Care

Roy Snyder, Moderator
Chicago Commons Association

Fred Edgar, Recorder
Dept. of Children & Family Services

Dr. Blanche Bernstein, Director of Research for Urban Social Problems of the Center for New York City Affairs, reviewed those issues she felt should be discussed in a workshop on the costs of day care including government limits on permissable budgets, the viability of private day care, and the elements constituting "quality"day care. She then read a summary of her paper,*"Costs of Day Care, Implications for Public Policy."*

Although many topics were touched upon, the workshop discussion centered essentially on three main areas of concern: funds available for day care, costs of "quality" day care and costs of the various components of day care. In regard to funding, the first question raised concerned industry's use of the 50% federal subsidization for day care costs. Although the legislation exists for this purpose, there has never been an appropriation for it, and federal funds available for day care have been so limited that none have been channeled to industry. There is however, a tax incentive built into the legislation, and if industry expends money for day care programs it is considered part of the cost of doing business and the government will automatically pay 52% because of the tax deductible.

The availability of state or federal funds to meet construction or remodeling costs was also discussed. It was pointed out there are almost no funds available for building with the exception of limited funds through HUD available to public housing projects. There are some state funds available, but only for minor renovations. For all practical purposes, there are no funds available to meet capital costs.

There was much discussion concerning the definition of "quality" day care — do we have sufficient experience and information to determine the essential elements of a reasonalble day care program and to develop a basic set of standards which reflect realistic costs versus benefit. The problem of selecting a desirable staff/child ratio was considered a key issue here. HEW guidelines as reported by Dr. Bernstein, term a ratio of 1 to 6.6 as minimum, 1 to 5 as acceptable and 1 to 3.8 as desirable. It is agreed, however, that it would be difficult to determine the difference in impact of a ratio of 1 to 6 as opposed to 1 to 5. Although its study offered no specific recommendations, the Illinois Institute for Social Policy researched costs for day care centers with staff/child ratios ranging from 1 to 5 to 1 to 25. The Welfare Council of Metropolitan Chicago considered a ratio of 1 to 7 as desirable. It was concluded that the staff/child ratios listed by HEW were slightly high.

The Welfare Council reported that it is doing a cost analysis study and is also beginning to look at the evaluative process as well. Eventually they hope to match the cost with benefits, but when they refer to cost they include efficiency and the measuring of certain intangible things. Evaluation of programs and effects of what happens to the children are very different, and there we need to develop criteria for both. The Council is presently testing 32 centers in Chicago in their cost analysis and are combining not only the cost but also the type of program and the staff ratio. It was pointed out by the Welfare Council that their figures on costs of day care are two or three times as much as Dr. Bernstein's proposed costs. A report, which the Welfare Council sent to Washington, reflected a cost range from $1,100 per child to $7,000 for the ten centers evaluated. This preliminary report forced the Welfare Council to take a closer look at the various components of each center. The centers with the highest costs were the non-profit centers which have a great deal of parent participation and where there are special programs. These figures did not include any building costs,only functional costs, but occupancy was included. In other words, what the agency is paying in terms of occupancy (rent, etc.) is part of the cost per child based on the hours the child is in the center, and the cost of operating the center. A "Day Care Cost Manual" is now being tested and revised and the Council is developing guidelines for use by center operators.

Dr. Bernstein said her figures were based on expenditures of 9 day care centers in New York with an average of $2,063 for all operating costs and the range was something like $1,680 to $2,950, but none were as high as $7,000. Staff costs were found to account for 75% to 90% of total cost. This includes staff for the classroom, special resource personnel and maintenance people as well. The Council study found 69% to 70% of the total cost was for staff.

The cost of parent involvement was another subject of discussion and clarification of terms was necessary. The involvement of parents on committees, for example, is not a significant cost. However, if we include services to parents in this category, the

costs are greater. HEW desirable standards call for one social worker per 100 children enrolled, but the group found this an unreasonable figure if there was to be involvement with the children and their families outside the center. It was agreed that there should be at least three full time social workers per 100 children enrolled. This is one of the reasons why the not-for-profit centers have higher costs — there are no profit-making centers which could afford this type of involvement. Dr. Bernstein noted that the HEW desirable standards have two clauses: one for social service professional at one per 100 children and one for community social service parent or health aide at two per 100 children. Combined then, these categories would result in 3 staff per 100 children.

The comment was made that a uniform system of accounting is definitely needed and that this was necessary in order to do an adequate analysis of day care costs. However, it was agreed that the amount of money spent does not necessarily indicate quality of a program. Two additional concerns were raised: (1) the reimbursement of Title IVA funds in terms of state programs now operating and (2) the amount of money in local resources that a community could raise on an in-kind basis. It was noted that during the past year in Chicago, the Head Start Program produced an analysis which included government money as well as in-kind money and their total costs, including administration, were $2,197 per child.

There was much discussion involving the development of models which would outline the cost of programs including the various components. A paper prepared by the Illinois Institute for Social Policy on relationship of staff/child ratios to the cost of day care was referred to here. Based on the premise that personnel costs determine to a large extent the overall costs of a center, the paper (which is included in these proceedings) presents model budgets for various staff/child ratios. These range from a recommended desirable ratio of 1 to 5 at a cost of $1,948 per child to a ratio of 1 to 25 with minimum care at $1,088 per child.

The group expressed the opinion that the efforts by various public and private agencies to develop models which would reflect the cost of each component that would be offered in a day care program should be coordinated and the results disseminated. Interested agencies or groups would then be able to estimate just how much "quality" their dollars could purchase.

As a result of their discussions the group developed the following recommendations:

1. The State should promote adequate cost accounting in day care programs and publish cost data for various types of day care services.
2. The State should promote the development of models of costs for day care showing the cost of individual components indicated for quality child development programs.
3. The State should make funds available for conducting cost effectiveness studies in the field of day care.
4. The State should make funds available to meet capital costs as opposed to only providing operational funds.
5. Recognizing that coordination of day care programs is not satisfactory, the State should give urgent attention to the elimination of duplicate, and therefore costly, administrative structures so that the savings can be directed to the expansion of day care services.
6. Recognizing the inadequacy of resources, public and private, presently committed to child care, the State should promote the expansion of existing resources for child care and recognize that government at all levels has the obligation to assure that quality child care services are available on a feasible basis to all who seek them.

Costs of Day Care

Blanche Bernstein
Director of Research
Urban Social Problems
Center for New York City Affairs

My assignment at this panel is to set forth the major issues which need to be considered in the effort to come to some recommendations with respect to the costs of day care, taking account of the objectives of the programs. Further, we are asked to consider whether the government should set some limits on permissible day care budgets and whether private day care is viable. In fulfilling my assignment, I shall be drawing heavily on a paper of which I was co-author, which was published this past August by the Center for New York City Affairs entitled "Costs of Day Care: Implications for Public Policy". In setting forth the issues, I shall also, explicitly or implicitly, suggest my views partly to be provocative, partly to get my oar in.

Perhaps the first thing to point out is that we have very little hard data on what day care costs actually are. We have models for day care centers, family day care, and after school care, we have estimates of costs issued by public or quasi-public bodies but little information on how they are derived; and we have some information about actual day care costs and these — at least in New York — are different from what one would expect from the models or the estimates.

Let me try to present very briefly some of these cost figures.

Models for day care centers and family day programs have been prepared by the Department of Health, Education and Welfare and although the costs were developed in 1967, they are still issued by the Department and are in general use as cost guidelines. They were developed by HEW primarily from its experience in the operation of full-day Head Start programs and represent a synthesis of the national experience. As such, they obscure local costs differences which we know can be quite significant.

HEW outlined three sets of costs for group day care centers: for a program meeting minimum, acceptable, and desirable standards. There are substantial program differences among the three levels which I shall describe in a moment. The average annual per capita cost for each type of program is as follows:

Minimum standard	$1,245
Acceptable standard	$1,862
Desirable standard	$2,320

The comparable costs for family day care are as follows:

Minimum standard	$1,423
Acceptable standard	$2,032
Desirable standard	$2,372

Thus, it should be noted that, contrary to the popular view, family day care is not substantially cheaper than care of children in day care centers. It would appear from these figures that if the same package of services is provided to children, it makes little difference in the cost-per-child whether the children are in a day care center or family day care. The fact of the matter is that it is as expensive to employ a mother to care for 4 children (in New York city the annual cost per child is $1100 per year), as it is to provide one professional and 3 non-professional classroom personnel for 15 children (annual cost is $1045 per child) at the desirable level for both day care centers and family day care. The cost for other staff personnel in the areas of social service, medical and special resources are similar whether in a center or family day care home. There are, of course, differences in capital costs and these should not be ignored in making decisions about which programs to follow.

We are able, in our study in New York, to obtain information from 9 day care centers which serve about 10 percent of all children in day care centers in New York. These ranged from $1685 per child per year to $2985, with the average annual cost being $2063. The figures at the upper end of the range were a reflection in one case of longer hours of operation in one center than are normal for day care centers and in another case of the economic disadvantages inherent in a small center. What is more significant, however, is that the average figure of $2063 per child was substantially below the figure of $2600 which public officials suggest is the cost of day care in New York.

We were also able to collect some data on estimated per capita costs in industry-related day care programs, and for this we are grateful to Chicago, because it was the Urban Research Corporation in Chicago which sponsored a Conference on Industry and Day Care. The participants dealt exclusively with the subject of day care costs. They stressed the fact, however that the limited cost data available did not necessarily reflect the future operating costs of the programs. Costs per child per year ranged from $837 in the Vanderbilt Shirt Company in Ashville, North Carolina to $2390 in the AVCO Corporation in Dorchester, Massachusetts. The program run by the U.S. Department of Labor in Washington, D.C. as well as the day care center operated by Area Resources Improvement Council in Benton Harbor, Michigan, were both $1912 per child. Judged by the criteria of basic staff ratios, staff qualifications and special service, all would appear to meet at least the standards set by HEW for a minimun program, most would meet the standards

outlined for an acceptable program, and some meet the desirable standard. Basic staff ratios including a professional and non-professional range from approximately 1 staff to 5 children to 1 staff to 8 children, and this latter program is not the least expensive. Finally I would note that there are in New York City a large number of day care centers operated by voluntary non-profit agencies and by proprietary groups without public subsidization. And, indeed, that these provide by far the larger proportion of the total number of places available in day care centers in the City — about 25,000 out of a total of 33,000. We do not, unfortunately, have any data on costs of such centers. All we know is that fees from parents cover the total cost in the proprietary day care programs and probably most of the cost in programs operated by voluntary non-profit organizations which do not receive public subsidies.

One of the major conclusions of my study on costs of day care is that "public accountability and rational planning for the tremendous anticipated expansion in day care in the near future requires a substantial improvement in cost accounting procedures to provide accurate information on total day care costs and the components of such costs".

You have not been unaware of this problem in Chicago, for the Welfare Council of Metropolitan Chicago has prepared a Manual of Instructions entitled "Day Care Cost Analysis." They state in the foreword "good fiscal information is a prerequisite to consistent successful management and the foundation for sound patterns of financial support". Good cost accounting costs money and some may feel that it may be better to spend the money on caring for children rather than on keeping track of how much it costs to care for them. I think this group, however, will want to give consideration to this question of appropriate cost accounting and in particular to the question of how we can relate cost data to the quality of the program offered.

Now if we may return to the HEW models for the day care centers and look a little more closely at the components of the costs.

The smaller part of the difference in costs for the desirable program is attributable to additional costs for food, transportation, medical services and work with parents. The major part of the substantial differences between the minimum and either the acceptable or the desirable standard stems from additional staff, particularly additional professional and non-professional classroom staff. Teachers and teaching assistants work with smaller classes and a higher ratio of staff to children applies in special service areas such as social service, health, psychology, and music.

The qualitative difference between the three program levels is as follows: Minimum is defined as the level essential to maintain the health and safety of the child, but with relatively little attention to his developmental needs. Acceptable is defined to include a basic program of developmental activities as well as providing minimum custodial care. Desirable is defined to include the full range of general and specialized developmental activities suitable to individualized development.

More specifically, if we look at staff ratios, the minimum program provides 1 professional and 2 non-professional classroom staff for 20 children with a classroom ratio therefore of 1 staff to 6.6 children. The acceptable standard provides 1 classroom staff for 5 children, and the desirable standard 1 classroom staff for 3.8 children. In addition, special resource personnel such as social service, community, parent or health aides, psychology, music or art consultants, add respectively 1 per 60 children, 1 per 25 children, or 1 per 15 children at the minimum, acceptable and desirable standards. I have excluded from these calculations business and maintenance personnel.

These data raise several issues. The first concerns the appropriate goals of the day care program. Most people would agree that the long-range day care goal should be early childhood development programs of the highest excellence available to all pre-school children. But the real question relates not to long-range goals but to short-term goals — what kind of program is it reasonable to aim for in the next five years or so, given the facts of limited resources, time constraints, and the pressing need of those awaiting day care services? In considering this issue, attention must be paid to the question of staff ratios and qualifications of staff. The question of standards is basically a question of what staff ratios one will aim for in the classroom, since it is these staff ratios which have a critical impact on costs. One additional person per classroom at a rate of $5200 a year raises per-child cost in a 15-person class by $346. The qualifications of staff also have a significant impact on costs. In New York City there is about a $3,000 salary differential between teacher aides and fully-qualified teachers in day care programs. Again in a 15-person class this makes a difference of $200 per year per child.

In weighing the question of whether to aim for a very high level of developmental day care as opposed to a reasonable program of early childhood care such as that suggested by the HEW acceptable program standard, it is important to note that the expenditure of $1,000,000 would provide for about 800 children in day care centers at the HEW minimum standard, for 537 children at the acceptable level, and for 431 children at the desirable level. In other words, $1,000,000 will provide for almost twice as many children at the minimum compared to the desirable level and for 25 percent more children at the acceptable compared to the desirable level.

A second issue which I believe this panel will wish to consider may be put this way. Let us assume for the moment that we want to aim for the acceptable standard which is described by HEW "to include a basic program of development activities as well as providing minimum custodial care". Do we need a ratio of 1 classroom personnel to 5 children as well as additional special resource personnel equal to 1 staff person for 25 children to achieve this standard? If we look at the kindergarten programs in the public schools which serve mainly the five-year old child, or at private day nurseries for the three to five year old, we are likely to find staff ratios substantially below the 1 classroom personnel to 5 children. It may be said in response to this observation that the children who attend subsidized day care programs come from the disadvantaged groups in society and therefore they need a more enriched program than is available in the ordinary kindergarten or private day nursery patronized by the middle class. I would be inclined to agree but what we need to consider is how much of a difference in staff ratios does there need to be to achieve the goal of making up for the disadvantage.

The third issue relates to the auspices for expanding day care programs. Most of the governmental energy and resources as well as the efforts of voluntary agencies and community groups devoted to the expansion of day care programs has been focused on programs under the auspices of public and voluntary agencies or community groups. There are several indications that industry can play an important role in the development of day care programs. Some industrial firms have established good day care programs and at a lower cost than prevails in publicly-funded programs. The tax structure already contains a built-in incentive for industry operation of day care centers since part of the cost is tax deductible as a cost of doing business. In addition, federal legislation is already on the books which permits government to subsidize 50 percent of the cost of day care programs operated by industry or labor unions, but it has not apparently been used by the Administration as a result of the shortage of funds.

To summarize the issues then which this panel may wish to discuss, I would list (1) public accountability through a substantial improvement in cost accounting procedures; (2) the appropriate goals for the next 5-10 years, that is full scale childhood development or reasonable child care; (3) the staff ratios and the quality of staff necessary to achieve the stated goals whether they are the full scale of developmental services or reasonable child care, and (4) the use of various auspices — public agencies, voluntary agencies, community groups, industry, labor unions — to achieve an expansion of day care programs.

Relationship of Staff/Child Ratios to the Cost Of Day Care

Illinois Institute for Social Policy

"It is the beginning of day care wisdom to realize that it is an expensive mechanism," notes Gilbert Steiner in *The State of Welfare*. Operators of centers and researchers in the field have also observed that the expense is determined to a great extent by the number of staff employed. This study, therefore, is concerned with examining the relationship between the number of staff and the cost of operating a day care center.

For the purpose of this study, certain assumptions have been made. Basically one model budget will be presented, which is intended to reflect only the major operating costs of an established center. This center has an Average Daily Attendance of 50 children which is a total enrollment of 57. It has been reasonably well-established that due to reasons such as illness or vacation, 7 children can be expected to be absent daily, therefore, referral to 50 Average Daily Attendance will be made throughout. There is one director and one administrative assistant per center and, depending upon the staff/child ratio, varying number of teaching staff in different positions. The salary per year for each teaching position remains constant. Also, because the number of children does not change, the yearly costs of other operating categories — food, health, occupancy, and equipment replacement — remain constant.

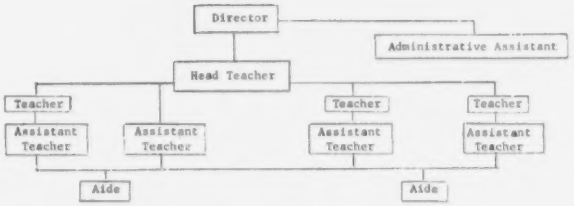
The staff positions that could be utilized in a day care center, excluding the director and administrative assistant, are those of a head teacher, teacher, assistant teacher, and aide. The number and type of teaching staff will vary, depending upon an identified staff/child ratio. For example, a center with a ratio of 1 to 25 would call for two teaching positions for 50 children, whereas, a center with a 1 to 5 ratio would indicate the need for filling 10 positions for 50 children. The 2 positions in a 1 to 25 ratio are filled by teachers. The 10 positions in a 1 to 5 ratio are filled by 1 head teacher, 3 teachers, 4 assistant teachers, and 2 aides.

Yearly costs for staff salaries and for other categories have been assigned and remain constant.

TABLE 1.
YEARLY COSTS FOR STAFF AND GENERAL CATEGORIES

Non-teaching Administrative Staff	
Director	$10,000 per year
Administrative Assistant	$ 8,500 per year
Teaching Staff	
Head Teacher	$ 9,000 per year
Teacher	$ 8,000 per year
Assistant Teacher	$ 6,000 per year
Aide	$ 4,000 per year
Food	$11,302 per year
Health	$ 1,650 per year
Occupancy	$13,080 per year
Equipment Replacement	$ 1,500 per year

TABLE 2
STAFF/CHILD RATIO OF 1:5

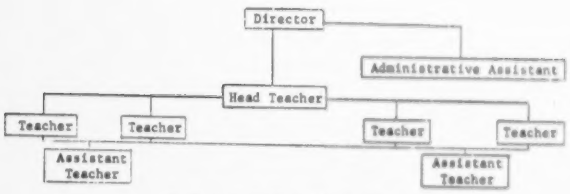


Non-teaching Administrative Staff	
1 Director	$10,000
1 Administrative Assistant	$ 8,500
Teaching Staff	
1 Head Teacher	$ 9,000
3 Teachers	$24,000
4 Assistant Teachers	$24,000
2 Aides	$ 8,000
Personnel Total	$ 83,500
Food	$11,302
Health	$ 1,650
Occupancy	$13,080
Equipment Replacement	$ 1,500
	$ 27,532
TOTAL YEARLY COSTS	$111,032

Non-teaching position salaries are listed in Table 1 and are compatible with salaries paid in the public school system. Table 1 also presents the yearly costs budgeted for the categories of food, health, occupancy, and equipment replacement.

On the basis of the figures given in Table 1 for staff salaries and other constant operating costs, total yearly costs can be computed for different staff/child ratios. Tables 2 through 7 illustrate the position charts and model budgets for staff/child ratios of 1 to 5 through 1 to 25.

TABLE 3.
STAFF/CHILD RATIO 1:7



Non-teaching Administrative Staff	
1 Director	$10,000
1 Administrative Assistant	$ 8,500
Teaching Staff	
1 Head Teacher	$ 9,000
4 Teachers	$32,000
2 Assistant Teachers	$12,000
Personnel Total	$71,500
Food	$11,302
Health	$ 1,650
Occupancy	$13,080
Equipment Replacement	$ 1,500
	$27,532
TOTAL YEARLY COSTS	$99,032

Relation Of Staff/Child Ratio To Cost Per Child And Cost Per Total Enrollment

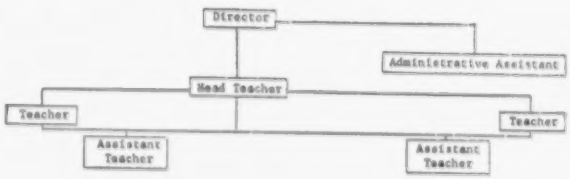
Table 8 lists the yearly cost per child and the yearly cost per total enrollment for each staff/child ratio. The positions of director and administrative assistant and their costs are not included in the number of staff since theirs are non-teaching positions. It will be noticed that with a staff/child ratio of 1 to 5, that is, 1 teaching staff member for every 5 children, the cost is approximately $2,000 per year for each enrolled child. If the number of staff is cut in half by developing a staff/child ratio of 1 to 10, the cost per child enrolled is not cut in half. A staff/child ratio of 1 to 10 yields a cost per child enrolled of approximately $1,500. Similarly, an increase in children per staff member from 5 children for each staff to 25 children for each staff member is an increase of 500% in the number of children, however, this increase results in only a 50% decrease in the cost, i.e., from $2,000 to $1,000 per child.

There are several reasons why the cost of day care does not decrease in proportion to the decrease in personnel. The first and most obvious is that the costs per child of the other operating components — health, food, physical facilities, educational materials — are the same regardless of the number of staff.

The second reason is that the professional requirements of the staff may change as there are fewer staff per center. For instance, a center with a staff/child ratio of 1 to 5 must have 10 persons for 50 children — 1 head teacher, 3 teachers, 4 assistant teachers, and 2 aides (the non-teaching positions of director and administrative assistant not being included). However, a center with a ratio of 1 to 25 is only able to have 2 staff members, and both must be teachers. With a larger staff, teacher's assistants and aides can be utilized, thus reducing the cost.

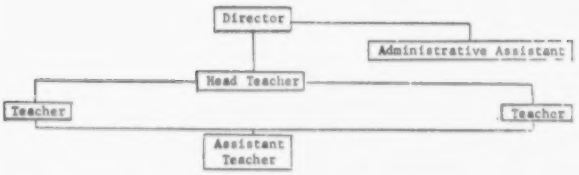
The center which has a ratio of 1 to 20, utilizes 2 teachers at $8,000 each and an assistant teacher at half time for $3,000 per year. Doubling the number of staff per child, that is using a ratio of 1 to 10, a center would utilize 1 head teacher at $9,000, 2 teachers at $8,000 each, and 2 assistant teachers at $6,000 each per year. Excluding the positions of director and administrative assistant, the personnel cost of a day care center with a ratio of 1 to 10 is $55,500, while cutting the ratio of staff to children to 1 to 20 reduces the cost of personnel only to $37,500. The conclusion arrived at from this analysis is that although the number of staff in a day care center is the most costly element in the budget, wholesale reductions in that ratio do not necessarily yield wholesale reductions in cost.

TABLE 4.
STAFF/CHILD RATIO OF 1:10



Non-teaching Administrative Staff	
1 Director	$10,000
1 Administrative Assistant	$ 8,500
Teaching Staff	
1 Head Teacher	$ 9,000
2 Teachers	$16,000
2 Assistant Teachers	$12,000
Personnel Total	$55,500
Food	$11,302
Health	$ 1,650
Occupancy	$13,080
Equipment Replacement	$ 1,500
	$27,532
TOTAL YEARLY COSTS	$83,032

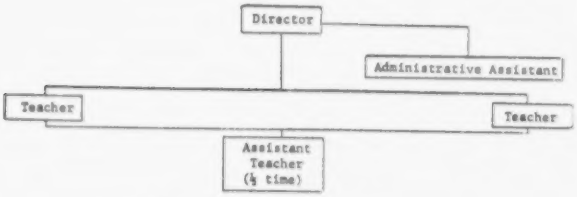
TABLE 5.
STAFF/CHILD RATIO OF 1:15



2 classes of 25 children each

Non-teaching Administrative Staff	
1 Director	$10,000
1 Administrative Assistant	$ 8,500
Teaching Staff	
1 Head Teacher	$ 9,000
2 Teachers	$16,000
1 Asst. Teacher (1/2 time)	$ 3,000
Personnel Total	$46,500
Food	$11,302
Health	$ 1,650
Occupancy	$13,080
Equipment Replacement	$ 1,500
	$27,532
TOTAL YEARLY COSTS	$74,032

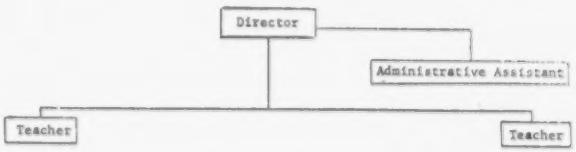
TABLE 6.
STAFF/CHILD RATIO OF 1:20



2 classes of 25 children each

Non-teaching Administrative Staff	
1 Director	$10,000
1 Administrative Assistant	$ 8,500
Teaching Staff	
2 Teachers	$16,000
1 Asst. Teacher (1/2 time)	$ 3,000
Personnel Total	$37,500
Food	$11,302
Health	$ 1,650
Occupancy	$13,080
Equipment Replacement	$ 1,500
	$27,532
TOTAL YEARLY COSTS	$65,032

TABLE 7.
STAFF/CHILD RATIO OF 1:25



2 classes of 25 children each

Non-teaching Administrative Staff	
1 Director	$10,000
1 Administrative Assistant	$ 8,500
Teaching Staff	
2 Teachers	$16,000
Personnel Total	$34,500
Food	$11,302
Health	$ 1,650
Occupancy	$13,080
Equipment Replacement	$ 1,500
	$27,532
TOTAL YEARLY COSTS	$62,032

Yearly cost For A Statewide System Of Day Care

Thus far, the discussion has been focused on the cost of maintaining one day care center. Applying similar computations, the cost of a statewide day care system can be approximated. It has been found by the 1970 census that there are 936,950 children under the age of 5 in the State of Illinois.

Table 9 indicates the number of day care centers that might be established to handle a given day care population.

As indicated earlier, the staff/child ratio is the most important variable in determining the cost of an individual day care center. In determining the cost of a state-wide system, there is another important variable — the number of children that one anticipates serving. A complete day care system would serve the population under 5 years of age in the same fashion that the school systems serve the population over 5 years of age. Universal day care, however, is not yet the accepted norm as is universal primary and secondary education. Accordingly, it is appropriate to talk about a state-wide day care system which serves significantly less than the state population of eligible children.

TABLE 8.
YEARLY COST PER CHILD AND
YEARLY COST PER ENROLLMENT

Staff/Child Ratio	Yearly Cost/ Enrolled Child	Yearly Cost/ Total Enrollment (57)
1: 5	$1,948	$111,032
1: 7	$1,737	$ 99,032
1:10	$1,457	$ 83,032
1:15	$1,299	$ 74,032
1:20	$1,141	$ 65,032
1:25	$1,088	$ 62,032

Table 10 develops a matrix giving the cost of a state-wide day care system with varying staff/child ratios in varying numbers of enrolled children.

The figures in Table 10 can be used to determine the amount of money needed and the number of children to be served. Given a specific amount of money, it can be determined how many children can be served at various staff/child ratios. Or given a specific number of children to be served, the amount of money needed to accommodate them at various staff/child ratios can be determined. For example, if the state wished to spend approximately $40 million a year for operating day care centers it could serve: 20,000 children with a staff/child ratio of 1 to 5; 25,000 children with a staff/child ratio of 1 to 10; 30,000 children with a staff/child ratio of 1 to 15; 35,000 children with a staff/child ratio of 1 to 20; or nearly 40,000 children with a staff/child ratio of 1 to 25.

There are certain intrinsic start-up costs involved in day care centers such as costs of licensing, renovation and training of personnel, however, their

TABLE 9.
NUMBER OF CENTERS
PER GIVEN CHILD POPULATION

Number of Enrolled Children	Number of Day Care Centers Needed
1,000	18
5,000	88
10,000	176
15,000	263
20,000	351
25,000	439
30,000	526
35,000	614
40,000	702
45,000	790
50,000	877

TABLE 10.
COST MATRIX

Staff: Child Ratio	Total Number of Enrolled Children					
	1,000	5,000	10,000	15,000	20,000	25,000
1: 5	$1,999,000	$9,771,000	$19,542,000	$29,201,000	$38,972,000	$48,743,000
1: 7	$1,783,000	$8,715,000	$17,430,000	$26,045,000	$34,760,000	$43,475,000
1:10	$1,495,000	$7,307,000	$14,614,000	$21,837,000	$29,144,000	$36,451,000
1:15	$1,333,000	$6,515,000	$13,030,000	$19,470,000	$25,985,000	$32,500,000
1:20	$1,171,000	$5,723,000	$11,446,000	$17,103,000	$22,826,000	$28,549,000
1:25	$1,117,000	$5,459,000	$10,918,000	$16,314,000	$21,773,000	$27,232,000

Staff: Child Ratio	Total Number of Enrolled Children				
	30,000	35,000	40,000	45,000	50,000
1: 5	$58,403,000	$68,174,000	$77,944,000	$87,715,000	$97,375,000
1: 7	$52,091,000	$60,806,000	$69,520,000	$78,235,000	$86,851,000
1:10	$43,675,000	$50,982,000	$58,288,000	$65,595,000	$72,819,000
1:15	$38,941,000	$45,456,000	$51,970,000	$58,485,000	$64,926,000
1:20	$34,207,000	$39,930,000	$45,652,000	$51,375,000	$57,033,000
1:25	$32,629,000	$38,088,000	$43,546,000	$49,005,000	$54,402,000

calculation was not within the scope of this paper. Nor have we attempted to recommend which staff/child ratio would yield the highest quality of child care. All costs are dependent upon the quality and scope of the program offered, but there is considerable debate as to what constitutes the minimum or maximum standards for any type of program. A working definition of quality day care, therefore, is an essential first step in meaningful cost analysis.

Evaluation of Day Care Performance

Carolyn Bergan, Moderator
Welfare Council of Metropolitan Chicago

Beverly Morgan, Recorder
Dept. of Children & Family Services

Jacqueline Anderson and Sally Kilmer, members of the Day Care Policy Studies Group of the Institute for Interdisciplinary Studies, prepared a joint statement outlining several questions regarding day care evaluation. They emphasized the point that the evaluation of either day care programs in general or specific day care operations must be based on a clear and realistic set of objectives. Is day care, for example, necessarily the most efficient mechanism for providing child development services or enabling mothers to seek gainful employment. Several alternatives or combination of approaches were noted which singly or in conjunction with day care might also offer the means for achieving the desired goals.

In their presentation to the workshop, Mss. Anderson and Kilmer pointed out that the boundary of any evaluation is not always well defined and a discrepancy often exists between the evaluator and those being evaluated, i.e., generally the latter has no input into the criteria used to evaluate him. They suggested that in the performance of an evaluation either of two approaches may be used; one may evaluate the input into a program or one may evalute the effects of such inputs. In the case of Head Start, for example, the first approach was used, e.g., the Westinghouse Evaluation. This approach looked at the efforts put into the operation of day care programs and the range of services offered.

The second approach evaluates the effects or benefits of a particular program and can be done either quantitatively (what number of children are served; how many medicals are given) or qualitatively (what is the degree of the child's independence; his readiness for school).

Sylvia Cotton, President of the Day Care Crisis Council of the Chicago Area, addressed her presentation to the need for parent and community input into the determination of the criteria for evaluation. Mrs. Cotton stressed the important role Local Advocacy Councils can have in developing new systems for monitoring the evaluation process, for better utilization of existing sources, for locating new facilities and for promoting in-service training and encouraging new careers in child care.

The discussions which followed the presentations centered first around the question of who should do the evaluation as this would effect both the purpose of the evaluation and the selection of criteria or measures. Local, state and federal, staff and/or program specialists, researchers and parents were all considered as potentially involved and it was felt that any effective evaluation tool or method would have to recognize and reconcile their varying interests and concerns. Greatest emphasis, however, was placed on parent and community involvement in all stages of the evaluation process.

The group then addressed the question of what were the proper goals for a day care program and whether it was possible to develop a single evaluation model suitable for a wide variety of programs and goals. After some discussion, the group decided it was more in favor of measuring the effects of day care, but the parameters of those effects were unclear. Several participants were of the opinion that a good day care program should effect some change in community life and expressed the belief that day care programs, if properly implemented, can improve the quality of family life, which, in turn, can improve the quality of community life.

The participants then concluded that there were aspects of a day care program which would yield tangible results that could be measured. These included, but were not limited to:

1. Health. One could assess the comprehensiveness of a center's health program by monitoring the frequency of illness and injury and determining the accessibility of parents for advice and guidance.
2. Quality of a child's day-to-day experiences. Is the child treated with respect, warmth and firmness? Is he encouraged to explore, understand and analyze his environment? Does staff help the child to cope with his own feeling and experiences? Does the child's experience in the program give him the feeling he is loved, respected and protected?
3. Satisfaction of the parents. Do the parents express satisfaction with their child's experiences? Do they find the staff understanding and congenial; is the program organization convenient or flexible? Are the parents encouraged to have impact on the program?
4. Satisfaction of the Staff. How involved do they feel in the operation and organization of the program. Are supportive services readily available to staff, e.g., in-service training.

5. Level of program compliance with legislative intent. Is the center serving the target population; is it fully utilized?

6. Effect of the day care center in terms of community satisfaction and growth.

All the above were judged to be proper goals of a day care program and were, therefore, recommended as basic criteria for an evaluation.

There were some issues raised which were not resolved, and these included achieving objectivity in evaluation, determining accountability for program quality and achieving effective parent participation.

Based on their discussion, the group developed the following recommendations:

1. Recommend that the performance of day care programs be evaluated relative to the opportunity for optimum early childhood development regardless of whether those day care programs do or do not reduce welfare rolls.
2. Recommend that a day care program performance evaluation team include representatives of the parents and the communities served as well as representatives of funding sources, delegate agencies boards and/or staff, and licensing authorities.
3. Recommend that the following criteria be among those primary considerations included in evaluating day care preformance:
   A. Health of the children.
   B. Quality of the child's day to day experience.
   C. Satisfaction of the parents.
   D. Satisfaction of the staff.
   E. Level of program compliance with legislative intent.
   F. Effect of day care center on community satisfaction and growth.
4. Recommend that the Department of Children and Family Services initiate a system of deferential licensing of day care programs which identifies early childhood development services as distinctly different levels of day care programs.

Some Considerations in the Evaluation of Day Care Performance

Jaqueline Anderson and Sally Kilmer
Day Care Policy Studies Group
Institute for Interdisciplinary Studies

The evaluation of day care performance must be based on the objectives which it was intended to achieve. For the purposes of this discussion, the ojbectives of day care are considered to be: 1) to provide a mechanism for providing child development services; and 2) to provide a means which will enable more mothers to take gainful employment.

There are several issues in the evaluation of either day care programs in general or specific day care operations. At the broader level there are two issues. The first is whether day care is an efficient mechanism for accomplishing either child development or employment goals? There may well be other alternatives and more efficient means to achieve these ends. A separate but still related issue is whether day care alone can achieve the desired goals, or whether it must be used in conjunction with other means.

The second issue is a more detailed one and deals with whether or not a specific day care operation is efficient. This consideration assumes that day care, in general, is capable of achieving the desired goals. The specific question dealt with here is whether or not a given day care program or method of providing day care is efficient.

Alternative Mechanisms

At the overall level, the efficiency of day care as a means of achieving the desired goals has not been widely discussed — much less evaluated.

For the goal of child development, the Federal government is just beginning to evaluate methods of providing child development services other than through a day care approach. For example, work is only beginning on programs to provide child development services to the child in his own home. "Parent education" or "child development" courses for future parents are just being initiated on a pilot basis.

Income maintenance programs as one method of helping or enabling parents to provide child development services to their own children has not really been tested in significant ways.

Finally, combinations of the above approaches may be necessary. For example, the provision of child development services through a day care mechanism may not be efficient without parent education.

For achieving the goal of increased employment of mothers, day care, as a mechanism standing by itself, will be efficient only for selected individuals. Other barriers to employment such as poor health, lack of job opportunities, lack of job skills or education, are all equally or more important as barriers to the employment of mothers. What is more important is that these barriers must be removed before the lack of day care even becomes an issue. Furthermore, the efficiency of day care is dependent upon the wages the mothers can command, which is dependent upon the job opportunities and her skills and education. Hence, without the removal of these other barriers, day care will be an efficient mechanism in aiding the employment of mothers only for those who have good job skills and for whom jobs are available.

Measures

For the goal of aiding mothers to take employment, the efficiency of day care can be roughly measured by the percent of mothers who desire employment but are prevented from doing so by the lack of child care. Currently, the percentage is about 10 or 15 percent. If the large-scale provision of day care would reduce this by half, to about 5 or 6 percent, such a program could be considered successful.

There are no agreed upon measures for determining, in an overall sense, the efficiency of day care as a mechanism for providing child development services.

Efficiency

The economic efficiency of specific day care programs requires a detailed analysis of its expenditures. Several accounting methods are being developed to provide methods for accomplishing this task.

The Role of Parents and Community in Evaluation

Sylvia Cotton
Day Care Crisis Council of the Chicago Area

In the process of identifying useful criteria and formats for evaluation of particular day care operations, this workshop has been asked to examine whether, under whatever approaches it proposes, day care in actuality promises to be all that it is hoped to be, and more narrowly, whether it can possibly reduce welfare costs over the long run.

I know that political pragmatists attempt to justify their belief that more day care slots will help reduce welfare costs on the assumption that this is the only way our state legislature and the Congress could be persuaded to increase substantially the current appropriations for child care. It seems reasonable that if jobs become plentiful and child care arrangements are satisfactory, a considerable reduction in the number of families on welfare would occur. I have been unable, however, to find any solid data that would elevate this hypothesis to anything more than a fairly safe assumption.

Since it is current policy to give virtually all public funds available for day care to the children of welfare or very low-income families, there is even concern being expressed that day care expenses, which include early childhood education and health care, appear too high and should more appropriately be charged to education and health costs, rather than be included in the state's welfare and children's services budgets.

But is the reduction of welfare dependency and costs really the soundest basis for prompting the expansion of day care services? For example, if it is demonstrated in two years or more that there is no substantial reduction in the welfare caseload despite an increase in day care slots, will the state's interest in day care evaporate? Will pressure to decrease appropriations mount?

It bears repeating here that day care should not be viewed as a panacea for all the problems families face. "Good day care cannot compensate for inadequate income, poor housing, low employment skills, an absent father, and racial discrimination, although it may minimize some of the deprivation resulting from these problems." (Wilner, 1965.) It is crucial that we achieve a national recognition of the importance of quality day care geared to the developmental needs of young children and that we come to recognize its value as a vital component of our society, essential to its future well-being.

It may be futile even to voice the hope, but if this Conference accomplishes no other purpose but to lay to rest once and for all the political view of day care mainly as a device to force mothers to take jobs, and thereby reduce the welfare rolls, we will indeed have achieved something positive.

Dr. Bruno Bettleheim, in his popular magazine column, wrote recently, "It is too narrow to think of day care centers merely as facilities for mothers who have to work, or as therapeutic centers for underprivileged children. Day care centers can do a vital job for *all* mothers and *all* children, if they are recognized as necessary. They *are* necessary because they can serve needs of children that no mother can meet as well, regardless of her status."

Dr. Bettleheim in that same article made another point that is particularly relevant to the consideration of this workshop on evaluation: "The real difficulty with day care centers today is not that they separate mother and child but that there are so few good ones. We have no real model for a day care center, and we seem unwilling to spend the requisite thought, ingenuity and money to arrive at one. Like public welfare, day care centers came about initially for the poor. So everyone seems to say, 'Let's do it as cheaply as we can.' There is no surer way to guarantee poor quality."

A report by the Joint Committee on the Preparation of Nursery and Kindergarten Teachers quoted in *Preschool Breakthrough: What Works in Early Childhood Education,* makes two points of interest to us today:

1. "The vulnerability of young children necessitates quality educational programs for them. 'Something' is not necessarily better than nothing."
2. "A system of evaluating competence should involve teams of capable, experienced individuals drawn from faculties, professional organizations, state departments of education and community agencies."

In addition, the Committee on Infant and Pre-School Children of the American Academy of Pediatrics states, "The primary purpose of day care should be to offer a sound basis for learning and further development of the young and *to support and encourage the mother in her efforts to care for her child.* Parent involvement is essential in each day care center if it is to have a dynamic program which will meet the needs of the children it serves."

Despite such respectable support for day care, fears are being expressed in some quarters that a proliferation of day care centers and too much emphasis on early childhood education will radically alter family life and undermine our present societal structure.

The most effective rebuttal to such fears will come from broad and active community involvement in all aspects of the day care scene. Communities will differ in life-styles and factors such as ethnic group values and family patterns which may affect

the amount of parent and community involvement, but not necessarily the degree of intensity or interest. Programs, therefore, should be evaluated and judged not only by their impact on the child, but also by how they affect the parents and the community as a whole. How we might measure the benefits which could accrue to parents or a community by their participation in a day care program or place a cost figure on this are difficult questions but they should be considered.

A recommendation of the 1970 White House Conference, also relevant to the concerns of this workshop, urged the establishment of an Office of Child Advocacy, with a network of Local Advocacy Councils. "Local Councils shall be so structured as to maintain effective citizen control while providing for active participation of community agencies and organizations concerned with the child." An important function of such Local Advocacy Councils might be the development of a new system for monitoring and evaluating the effectiveness of programs, the better utilization of existing resources, the locating of new facilities, promoting in-service training and encouraging new careers in child care.

In their background paper on *Day Care and Pre-School Services — Trends in 1960's and Issues for the 1970's,* Parker and Knitzer write: "Plans for monitoring the effectiveness of programs are underdeveloped . . . There has been no continuous evaluation of the impact of training efforts, or assessment of the most effective methods for developing competence in child care workers . . . If the focus is on high quality programs, monitoring systems are needed to help the local staff improve their programs. Monitoring systems are needed to insure that program standards continue to be met."

Whether it be through the State 4C Committee, Local Advocacy Councils, Policy Advisory Committees or Parent-Community Council as broadly based as the Day Care Crisis Council of the Chicago Area, a more adequate monitoring and ongoing evaluation procedure must be established if this state's commitment to quality child care and early childhood education is to adequately reflect and, more importantly, command the participation of the community.

The Financial Priority of Day Care

George A. Ranney, Jr.
Deputy Director, Bureau of the Budget

I have been asked to speak today on day care both as a program priority and a financial priority within the Ogilvie Administration. In choosing to speak on this topic, I have no wish to interject a note of fiscal pessimism into a conference designed to generate new ideas and propose fresh initiatives. I hope that what I will say will encourage rather than discourage your efforts.

The financial priority and the program priority of day care cannot be separated. In the final analysis, financial priorities, as expressed through the budgetary process, reflect program decisions. Both Governor Ogilvie and Director Weaver have presented figures that show the large increase in funding day care programs have received in the past three years. Because of the Governor's firm commitment to day care, the Department of Children and Family Services has been given all the funds they have requested for day care. This commitment has also brought new sources of federal funding into Illinois thus expanding the Model Cities and the public housing day care programs.

The fact remains, however, that money alone does not guarantee the success of any program. While it is difficult to balance program priorities when allocating funds, assuring that a program will actually be successful presents an even greater challenge. Sustained success requires planning, evaluation, organization and, above all, enthusiasm.

One of the reasons you were invited here today was to help us determine whether the high priority we have given to day care can be justified. We saw this conference, in part, as an opportunity to review what has been done and to assess our current needs. We cannot plan effectively nor realistically without a clear understanding of where we are and where we need to go.

This afternoon I would like to relate day care to four major efforts taking place within this administration in order to offer you a broader perspective on the elements involved in determining both fiscal and program priorities.

Illinois is currently formulating a budget for Fiscal Year 1973. Starting December 1, the Bureau of the Budget's final review will begin. Program definition, development and evaluation are critical elements of any good budgetary process. In addition to providing a process for evaluating what a specific program has accomplished, budgeting also provides an opportunity to initiate new efforts.

Initiating new ideas and programs is not always easy. The amount of time available for budgeting passes quickly, and inertia within the budgeting process can be great. In other words, there is a great deal of pressure to follow the status quo and to fund a program as it was funded in the past without asking too many questions or seeking too many changes.

With day care, however, there is every reason for change to occur. Day care has been singled out as a priority program and, even though it must compete with others for funds, this commitment provides room for change and creative initiatives.

A second major effort of the administration is resolution of the current crisis in financing public assistance programs in Illinois. To put it bluntly, the funding of every State program is overshadowed by the present welfare crisis. Budgetary problems have presented many frustrating dilemmas for State officials, and we are constantly trying to place the fiscal crisis into perspective. This requires an ability to balance program priorities even though a crisis situation exists financially.

The anticipated deficiency in public aid programs has made us all too aware of what a specific amount of money means in human terms. In some respects day care and the AFDC program are meant to accomplish the same goal — that of protecting and securing a viable future for our children. In terms of money, a typical AFDC family of four receives $3,200 in cash grants a year in Illinois. This same amount of money would provide two slots in a day care center at $1,600 each. We should not have to choose between these alternatives, but circumstances may dictate otherwise. And, while choices do not often become this clear, we may be confronted with them unless the welfare crisis can be met.

Last week I was in Washington discussing the need for additional welfare funding in Illinois with federal officials. Again, I was struck by the encompassing issue of financial priorities. Both the Comprehensive Child Development Act of 1971 and 1971 Amendments to the Social Security Act, or H.R. 1, would cost the federal government millions of dollars. If you had to choose between these measures, which would you fund? I only recite this incident to underscore the difficult decisions that must be faced at all levels of government. And whatever the decisions are, they will also affect our program planning and development here in Illinois.

At the state level budgetary constraints seem

even more awesome. In October, the Governor announced that he anticipated a welfare deficit of $180 million or $107 million in State funds. Delaying action on program changes then would only have intensified our problems. If savings are to be realized, they must be realized now before greater reductions are required. Again, we were faced with making difficult decisions, choosing between alternatives, making choices that ideally we should not have to make. The decision to reduce the General Assistance and Medicaid programs was based on the need for reform in both these programs. The decision was also based, however, on the Governor's expressed concern that those poor people least able to care for themselves be protected. Thus, he chose to give priority to maintaining the grant levels for the aged, blind, disabled, and children.

In his speech today, the Governor made a point of clarifying the relationship between welfare and day care programs in Illinois. I would like to refer to this issue again because it too is related to the financial priorities of the day care program. In Illinois we have not designed or promoted day care programs for the purpose of forcing mothers to work. Day care embodies far too many responsibilities for a state to undertake these programs with such a narrow purpose in mind. At the same time, however, Illinois has placed a great deal of emphasis on providing welfare recipients the opportunity to work, and this includes mothers as well as fathers. We have also placed a strong emphasis on designing day care programs for the poorest of Illinois' citizens. Again, when resources are limited, those who need the most help should be served first. Our day care programs, therefore, will continue to focus on the poor, including welfare recipients.

With such an emphasis, one might ask whether those who budget for day care and welfare programs expect or require that day care reduce welfare costs. That day care is an expensive program has been well substantiated. In the short run, day care increases rather than decreases welfare costs. We look at day care, therefore, for its potential to reduce human costs. While human costs and benefits can never be adequately quantified, they must never be ignored when formulating programs or budgets.

A more appropriate role for day care might be to serve as a means to attract more money into welfare programs. Since both a dollar for welfare and a dollar for day care may help a child secure a better life, the dollar for day care may be more easily justified to a public that is often hostile toward welfare spending.

Moving on to a third initiative of the Ogilvie Administration, a special task force is presently considering a major reorganization of the Executive branch of state government. There are presently more than 75 departments, boards and agencies reporting directly to the Governor. Demands on the Governor's time are too great to run such an operation with efficiency.

The reorganization task force will consider the creation of new departments, the consolidation of some programs, and the elimination of others. Many very basic fiscal and management questions will be considered. I know that some of the recommendations made today will relate directly to the issue of reorganization. I think it important that, above all, we not lose our emphasis on children themselves when considering reorganization. If a new department is created, such as one for early childhood development, it must not become an orphan or it will not be adequately funded. At the same time, we must try to assure that a specific program does not become buried within a larger department. Reorganization raises many interesting and complex questions and we welcome your suggestions as we deal with them.

Finally, this day care conference marks an important step in improving the overall functioning of state government. In the past three years, there have been many successful steps taken to improve the mechanics of government. Through the creation of institutions such as the Bureau of the Budget, technical administration has been materially improved and as a result state government in Illinois is more efficient and directed. It is now time that the state government begin a process of reaching out to the public in order to improve its ability to relate to the actual needs of Illinois citizens. The Governor and his staff seek guidance and understanding and there is a great need for public forums such as this where communication can occur. I am pleased that one of our first attempts at encouraging citizen participation has been so successful.

In conclusion, I want to commend you for your thoughtful recommendations. We will be reviewing the record with great interest. I have been gratified to see the enthusiasm and interest which you have expressed and feel we have a commitment to carry through from the fine beginning that has been made here.

Concluding Session

At the closing session, the recommendations of each workshop were reported to the conference as a whole. In addition, the conference participants proposed and adopted the following resolution:

The Governor's Working Conference on Day Care:

- -recommends that Illinois Senators and Congressmen be urged to support the principles of the Brademus-Mondale Comprehensive Child Care Bill as reported out of Joint Committee, without crippling amendments; and

  -recommends that Governor Ogilvie strongly support the principles of the Brademus-Mondale Comprehensive Child Care Bill as reported out of Joint Committee, and so communicate this support to President Nixon and other appropriate Federal Officials.

  In response to this resolution, Governor Ogilvie sent the following message on December 1, 1971, to President Nixon.

"I have been informed that the House will be voting on S 2007, the Comprehensive Child Development Act of 1971, at the end of this week. Child care has been a priority of mine and since the beginning of my administration in 1969, I have been able to increase day care funding ten-fold from less than $5 million to $50 million in Illinois. Last week, I sponsored a state-wide working conference on day care at which representatives of federal, state and local governments met with a number of active and knowledgeable community and professional leaders in day care. The conference strongly recommended that the principles of S 2007 be supported by your administration. While I am anxious that the integrity of state social service programs be protected, I agree with the principles contained in the act and wish to add my personal concern that this significant bill receive your thoughtful consideration."

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